



**International Labour Organization
Decent Country Work Programme**

**Review of the Regular Budget Supplementary Account
(RBSA) Projects in the former Yugoslav Republic of
Macedonia**

2010-2011

- FINAL REPORT-

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Acronyms and Abbreviations

CARDS	Community Assistance for Reconstruction, Development and Stabilisation
CEACR	Committee of Experts on the Application of Conventions & Recommendations
CEE	Central and Eastern Europe
CP	Country Priority
CPO	Country Priority Outcome
DAC	Development Assistance Committee
DG AGRI	Directorate General for Agriculture and Rural Development
DG EMPL	Directorate General for Employment, Social Affairs and Inclusion
DG ELAG	Directorate General for Enlargement
DWCP	Decent Work Country Programme
DWT/CO-Budapest	Decent Work Technical Support Team and Country Office for CEE
EBRD	European Bank for Reconstruction and Development
EC	European Commission
ELS	European Labour Standards
EOs	Employers Organizations
ETF	European Training Foundation
EU	European Union
GDP	Gross Domestic Product
GJP	Global Jobs Pact
HDI	Human Development Index
HDR	Human Development Report
IFAD	International Fund for Agricultural Development
ILO	International Labour Organization
ILS	International Labour Standards
IMF	International Monetary Fund
IPA	Instrument for Pre-Accession
JICA	Japan International Cooperation Agency
LED	Local Economic Development
LDA	Local Development Agency
MDGs	United Nations Millennium Development Goals
MIPD	Multi-Annual Indicative Planning Document
MKD	Macedonian Denar
MLSP	Ministry of Labour and Social Policy
OECD	Organization for Economic Co-Operation and Development
ODA	Official Development Assistance
OSH	Occupational Safety and Health
PSD	Private Sector Development
RBSA	Regular Budget Supplementary Account
RDA	Regional Development Agency
SAA	Stabilisation and Association Agreement
SEE	South East Europe
SLI	State Labour Inspectorate
SSO	State Statistical Office
TAM/BAS	TurnAround Management and Business Advisory Services
ToR	Terms of Reference
UN	United Nations
UN-WOMEN	United Nations Entity for Gender Equality and the Empowerment of Women
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
USAid	United States Agency for International Development
WB	World Bank
WOs	Workers Organisation

Executive Summary

Brief description

This evaluation was commissioned by the International Labour Organization as a review of projects funded through the Regular Budget Supplementary Account (RBSA) in the former Yugoslav Republic of Macedonia between 2010-2011. Throughout the course of this two year period, the ILO implemented six projects in the FYR of Macedonia, financed by RBSA contributions which were designed to assist with progress in targeted policy areas under a priority framework (the DWCP) agreed upon and signed by the Tripartite Constituents in 2010 for the period from 2010 to 2013. These projects ranged from bolstering strategies for response to the economic crisis, enhancing local employment policy development, building capacity in understanding the new pensions system, strengthening the efficiency of the State Labour Inspectorate, implementing Occupational Safety and Health (OSH) instruments and improving gender equality in the world of work. The projects and activities surveyed in this report were implemented by the ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe in Budapest (ILO DWT/CO-Budapest) and the ILO National Coordinator Office in the former Yugoslav Republic of Macedonia.

Current status of the projects

All the six projects were completed by the time of the review and all the planned activities finalized.

Purpose, scope and clients

The purpose of the review is to improve further programming and ensure internal and external accountability. The objective of this review was to collect feedback and analyse the performance of RBSA-funded projects allocated to the Decent Work Country Programme (DWCP) in the former Yugoslav Republic of Macedonia from 2010 to 2011, taking into consideration the results and achievements for each project and their progress towards achieving the overall DWCP priorities and outcomes. The main clients of the evaluation are the specialists and management of the DWT/CO Budapest, EUROPE Regional Office, ILO HQ, ILO donors, tripartite constituents and national implementing partners in FYR of Macedonia.

Methodology

The methodology of the review was highly participatory and included a desk review, interviews of key stakeholders and beneficiaries, preparation of draft report, presentation of the main findings for the stakeholders at a roundtable discussion and preparation of the final report based on inputs received.

Summary of findings, conclusions, lessons learned

The overall results of the evaluation found that the RBSA-funded projects have been extremely successful in strengthening the capacity of partners in the country. Significant progress has been made in achieving the country priorities and country programme outcomes. Stakeholders have praised ILO assistance and are keen to explore further opportunities for cooperation. Nevertheless,

while the projects have been effective, subsequent follow-up is crucial so as to ensure that long-term mechanisms are in place for sustainable progression in each of the respective Decent Work outcomes. Also, a longer implementation time frame is required to achieve the ambitious policy outcomes set out by the ILO and its partners. Likewise, capacity gains produced by ILO interventions may take more time to result in policy changes. Since some activities were completed only weeks before the review was conducted, additional effects and policy gains may still be achieved.

Overall Lessons Learned

- Significant absorption of knowledge can be attested to activities that have involved either (i) a simplification of policies that have reworded and streamlined dense policy jargon into everyday language; and (ii) projects that have used concrete working examples that reflect the situation of the target user and applied to the context of the country.
- The constituents note that the most useful case studies are observed in regional experiences of good (and bad) practice in all of the working areas covered by the RBSA-funded projects in the DWCP. Examples in local economic development from Croatia, along with crisis-response measures taken in Czech Republic and Slovenia were extremely well received by the constituents owing to similar socio-economic structures and greater likelihood of success in the application of good practices.
- Studies and analytical reports, such as those produced for the Economic Recovery Project, Improving Local Employment Policy Development and Gender in the World of Work are extremely useful in setting the agenda for change. The constituents have responded well to such evidence-based approaches, even in challenging areas such as gender equality in the world of work.
- Collaborative training approaches with the ITC and staff from ILO headquarters in Geneva have proven to be effective. Constituents note a greater absorption of information in activities that have included the use of specialised staff from the ITC in particular.
- The campaign on OSH in construction sites was one of the most successful instances of the use of RBSA funding in the DWCP and featured as a case of best practice. The constituents seem to respond well to well-organized, consistent campaigns that simplify complex issues, use innovative communication approaches and mechanisms and recognize the learning styles of recipients. This lesson learned is also a recommendation that should be explored in other policy areas.

Main recommendations

The main recommendations for the successive interventions are based on an analysis of the RBSA-funded projects covered in this review (more detailed recommendations for each of the projects are presented in chapter 6.2 of the report).

1. The subsequent steps should visibly build upon the success of what has been achieved in the implementation of the projects discussed in this review. The country priorities and country programme outcomes established should continue to be pursued and shaped through the

implementation of projects which thoroughly complement, and respond to the indicators and outcomes established.

2. Adjustments should be made to components that have been less successful, targeting weaknesses and strategically weighing the need or efficacy for the introduction of new modules. The current country priorities which envelop the six RBSA-funded projects under evaluation are sufficiently comprehensive to address the wide ranging socio-economic challenges in the country. The current country programme outcomes which respond to the same six RBSA-funded projects are also well devised, yet subsequent planning should further target weaker areas. Equally so, the risks and opportunities, along with the use of and absorption of outputs by partners have revealed that a number of areas should be deliberated in subsequent planning stages.

Acknowledgements

The author gratefully acknowledges the support and contribution from all of the individuals who participated in this evaluation. A particular thanks is due to Mr. Mark Levin, Director of the ILO Decent Work Technical Support Team and Country Office for Central and Eastern Europe in Budapest and his team who were involved in the design and implementation of the respective projects at hand, namely Natalia Popova, Anne Knowles, Reiko Tsushima, Joaquim Pintado Nunes, Ovidiu Jurca, Verena Schmidt, Cristina Mihes and Kenichi Hirose.

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The lively discussions and expressed views resulting from interviews with the constituents and roundtable meeting in Skopje have significantly contributed to the evaluation. A genuine interest and desire of these groups to advance development in the Former Yugoslav Republic of Macedonia is widely present. All of the partners must be acknowledged for their time and commitment to pursuing and supporting the country's development agenda.

I. Introduction

1.1 ILO Decent Work Country Programme (DWCP) 2010-2013

The ILO Decent Work Country Programme (2010-2013) for the Former Yugoslav Republic of Macedonia was developed jointly by the ILO and its partners – the Government, trade unions and employers' organizations – and signed in 2010 as an outline for promoting decent work and tackling some of the socio-economic challenges faced in the country.

The DWCP was designed to link with international and national development planning activities so as to reinforce existing and incipient development initiatives in the country. On the national level, this includes priorities outlined in the National Development Plan, the National Employment Strategy, the Operational Programmes for human development, multi-annual indicative planning document 2009-2011 (MIPD), the National Action Plan for Gender Equality (2007-2012) among several others.

At the level of international development assistance, the DWCP complements EU Accession priorities and *Acquis Communautaire*, the European Stabilisation and Association Agreement (SAA), the United Nations Millennium Development Goals (MDGs) and the United Nations Development Assistance Framework (UNDAF) 2010-2015.¹ In aligning with existing initiatives, the DWCP aims to strengthen obligations under EU Accession with a particular emphasis on social dialogue, fundamental rights at work, decent working conditions, peaceful settlement of labour disputes, free movement of workers and generating greater equal opportunities in the labour market. Moreover, the ILO's Global Job Pact has also played a crucial role in the ILO's DWCP for the country, with a strong emphasis on assisting partners in formulating sustainable social and employment measures within the context of the economic crisis.

Within the structure of the DWCP the following country priorities were identified in collaboration with the ILO and the tripartite constituents in the country for the period of 2010-2013:

1. Strengthening the capacity of government institutions and social partners in the governance of the labour market
2. Measures to reduce the informal economy are designed in consultation with social partners
3. Improvement of working conditions with the active involvement of social partners

In order to manage for results and monitor progress, the DWCP was further compartmentalised into areas outlining targets and expected results required in Decent Work Plan. The implementation and

¹ ILO Decent Work Country Programme in the former Yugoslav Republic of Macedonia 2010-2013

monitoring plan was developed as an internal document and included a series of outcomes, outputs, indicators and milestones so as to track progress against the goals initially set out in the country priorities. Within the three priority country areas introduced above, a further 11 country programme outcomes and 27 indicators ensured the management and implementation of tangible results.

Table 1 introduces the DWCP Priorities and Outcomes for the Former Yugoslav Republic of Macedonia for the period of 2010-2013. This evaluation contends with six projects funded by the RBSA which have been designed for *Country Priorities 2 and 3*, implemented in 2010-2011. The priority areas and the according country programme outcomes have been highlighted below in bold. The first priority area will not be evaluated as the projects selected for this evaluation do not fall within its domain.

Table 1 DWCP Priorities and Outcomes 2010-2013 – The Former Yugoslav Republic of Macedonia

Country Priority Area	Country Programme Outcome (CPO)
1. Strengthening the capacity of government institutions and social partners in the governance of the labour market	1.1 Improving capacity and services of the Economic and Social Council and increasing the representation of the constituents
	1.2 Increasing the value of employers and workers' organisations to existing and potential membership through the provision of new or enhanced services
	1.3 Establishment of an effective labour dispute settlement system
	1.4 Strengthening the capacity of the tripartite constituents to ratify and apply international labour standards and to fulfil reporting
2. Measures to reduce the informal economy are designed in consultation with social partners	2.1 Improving the ability of the tripartite constituents to design recovery packages during economic crises, taking into account the impact on both women and men
	2.2 Connecting enterprises, workforce and community development through improving local employment policy development
	2.3 Improving decent work opportunities for youth through knowledge and action
3. Improving working conditions, with the active Involvement of social partners	3.1 Improving the capacity of tripartite partners to implement the new pension system effectively and to improve the administration of the governance system
	3.2 Enhancing the effectiveness of the State Labour Inspectorate to enforce labour and OSH legislation, with a better coordinated inspection system and greater involvement of social partners and other institutions
	3.3 Improvement in gender equality
	3.4 Improving the capacity of social partners regarding minimum wage setting and arrangements for working time

1.2 Objectives of the Review of RBSA-funded projects

The objective of this review is to collect feedback and analyse the performance of RBSA-funded projects attached to the DWCP in the former Yugoslav Republic of Macedonia from 2010-2011, taking into consideration the results and achievements for each project and their progress towards achieving the overall DWCP priorities and outcomes. Where applicable, the effects of outputs have been discussed, including transition impacts and spill over developments. In turn, the results and recommendations of this evaluation will assist the ILO and its partners to determine the level of progress achieved and plan for the subsequent cycle of activities.

The review responds to six RBSA-funded projects which have contributed towards achieving two country priorities and five country programme outcomes (see Table 1), as introduced in Table 2:

Table 2 RBSA funded Projects according to CP and CPOs

CP	Project Name	CPO
2	Economic Recovery Project (SBU101/MKD129)	2.1
2	Improving Local Employment Policy Development (MKD127)	2.2
3	Improving the Capacity of Social Partners to both implement the New Pension System and strengthen the Administration and Governance of the System (MKD152)	3.1
3	Strengthening the Effectiveness of the Labour Inspection System (MKD103)	3.2
3	Improving the Capacity of Government and Social Partners to implement OSH Law in an effective and systematic manner (MKD151)	3.2
3	Improving Gender Equality in the World of Work (MKD153)	3.3

1.3 Evaluation Methodology

The review exercise was participatory in its approach. The tripartite constituents were consulted and interviewed throughout the evaluation. An external consultant was contracted for the review of the RBSA-funded DWCP projects in the country. The methodology of the evaluation included five main components:

(i) A comprehensive *desk review* of over 300 documents, which included mission reports, presentations, promotional material from campaigns, project proposals, studies, conference reports and agendas, DWCP Implementation and Monitoring Plans (etc.) from ILO DWT-CO Budapest staff and experts since planning began in 2009/2010.

(ii) A *consultation and interview process* with the ILO and stakeholders was conducted in order to obtain qualitative data. A total of 35 individuals responded to questionnaires designed according to

operational efficiency factors, transition impacts and absorption of activities by partners.² A mission to Budapest was undertaken in May 2012, where seven ILO DWT-CO Budapest staff were interviewed and asked to provide feedback on the design, implementation and impact of activities in one or more of the projects listed above. A five-day mission to the former Yugoslav Republic of Macedonia was also conducted and served as the basis for collecting data from the Tripartite Constituents (28 interviewees) who participated in various components of the projects listed above (seminars, conferences, training sessions, etc.). The list of individuals consulted in Budapest, Skopje and a visit to the Municipality of Resen, is included in Annex B of this report.

(iii) A *roundtable validation and presentation of draft findings* was carried out in Skopje (June 2012), which allowed the tripartite constituents to provide feedback to the initial findings of the review. A list of participants which attended the roundtable meeting can be found in Annex C.

(iv) A *draft report* was subsequently prepared, inclusive of the qualitative information collected from the desk review, the interviews with the constituents and the feedback provided from the roundtable meeting.

The last component is (v) a final report submitted in October 2012 which includes comments from ILO staff and tripartite constituents on the draft report.

It must be noted that while every effort has been made to control for impacts and progress towards achieving country priorities and outcomes, a very short timeframe has elapsed since the completion of the projects. Specifically, some of the projects were completed only weeks before the inception of the review. A greater time span is required in order to control for a more accurate survey of progress, including anticipated, or spill over results.

The review was conducted between the months of April and October 2012. The views in this report reflect the opinions, expectations and concerns of the tripartite constituents and the ILO DWT in Budapest and Skopje as well as the evaluator's analysis of the information that was gathered.

² See Annex E

II. Decent Work Challenges in the former Yugoslav Republic of Macedonia

2.1 Overall Country Development Context

Since its independence on September 8th 1991, the former Yugoslav Republic of Macedonia has made commendable progress towards progress and development. While institutions have been strengthened and democratic rule has been established, the economic transition to a market economy can be characterised as an on-going challenge for the country. According to the UNDP's Human Development Index (HDI), the country ranked 78th out of a total of 187 countries and territories in 2011. The country's HDI value grew from 0.704 to 0.728 between the period of 2005 and 2011, an increase of 3.0 per cent or average annual increase of about 0.6 per cent.³ A closer look at HRI's Multidimensional Poverty Index (MPI) highlights a different story, implying that individuals living above the income poverty line still suffer deprivations in education, health and other living conditions.⁴

This has been reaffirmed by ILO DWCP activities in the country: a recent report illustrates that while poverty has stagnated, extreme poverty has worsened in recent years. An ILO study on the *Gender Pay Gap in the former Yugoslav Republic of Macedonia*, funded through RBSA contributions, highlights that the share of people living in extreme poverty, incapable of satisfying basic needs, increased from 5 per cent in 2002 to 7.4 per cent in 2006.⁵ The *poverty gap index* of the State Statistical Office, which measures the intensity of poverty, reportedly increased from 9.4 in 2003 to 10.1 in 2009⁶. Poverty is especially prevalent in rural areas. The International Fund for Agricultural Development (IFAD) notes that out of a population of 2 060 563, rural areas accounted for 40 per cent of the population and two-thirds of the total poor in 2010.⁷

The country has been a recipient of development assistance since its independence and remains eligible as an Official Development Assistance (ODA) country by the OECD. The European Commission is the primary donor in the country, and its development assistance is within the context of eventual EU accession. The country began formal negotiations with the European Union in 2000 and became the first republic in the region to sign a Stabilization and Association Agreement (SAA) in

³ Explanatory note on 2011 HDR composite indices, "The former Yugoslav Republic of Macedonia," *Human Development Report 2011: Sustainability and Equity – A Better Future for All*, United Nations Development Programme, 2011.

⁴ Ibid.

⁵ Milka Kazandziska, Marija Risteska and Verena Schmidt, *The Gender Pay Gap in the former Yugoslav Republic of Macedonia*. International Labour Organization. Budapest: ILO Publications, 2012, page 12.

⁶ Ibid.

⁷ Rural poverty in The former Yugoslav Republic of Macedonia, Rural Poverty Portal, International Fund for Agricultural Development (IFAD), 2012.

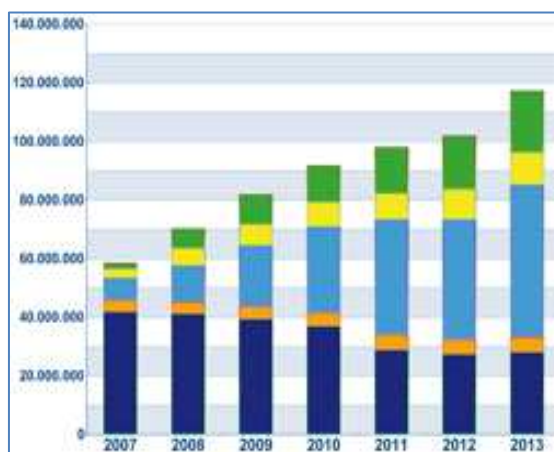
2001. Official EU Candidate Status was granted in December 2005, allowing the country to graduate to development assistance funding through the Instrument for Pre-Accession (IPA).

Since 2007 the Commission has allocated over €288 million for projects to be implemented in the country, focused on strengthening administrative capacities with emphasis on the rule of law and public administration sectors, tax and customs reforms, local infrastructure improvements and socio-economic economic development.⁸ However, according to the 2011 EU progress report for the country, only 60 per cent of total funds allocated since 2007 were disbursed as of June 2011.⁹

Figure 1 presents a snapshot of IPA funds available to the former Yugoslav Republic of Macedonia from 2007-2013. Between 2010 and 2013 over 290 million Euros was allocated to five thematic areas¹⁰ which also complement the structure of the ILO's DWCP for the country.¹¹ While considerable in amount, a main challenge is accessing these funds (i.e. the "absorption capacity"). Actors from both public and private sectors in country frequently struggle to obtain IPA funds through the complex

Figure 1 Available IPA Funds to the former Yugoslav Republic of Macedonia, 2007-2013
(European Commission, DG Enlargement, 2012)

Component	2007	2008	2009	2010	2011	2012	2013
■ Transition Assistance and Institution Building	41,641,613	41,122,001	39,310,500	36,917,068	28,803,410	27,209,161	27,941,228
■ Cross-border Co-operation	4,158,387	4,077,999	4,371,501	4,467,526	5,124,876	5,033,373	5,243,041
■ Regional Development	7,400,000	12,300,000	20,800,000	29,400,000	39,300,000	41,038,532	51,800,000
■ Human Resources Development	3,200,000	6,000,000	7,100,000	8,400,000	8,800,000	10,380,000	11,200,000
■ Rural Development	2,100,000	6,700,000	10,200,000	12,500,000	16,000,000	18,221,815	21,028,000
TOTAL	58,500,000	70,200,000	81,782,001	91,684,594	98,028,286	101,882,881	117,212,269



⁸ European Commission. "Progress Report for the former Yugoslav Republic of Macedonia." DG Enlargement, 2011, pages 3 and 4. http://ec.europa.eu/enlargement/candidate-countries/the_former_yugoslav_republic_of_macedonia

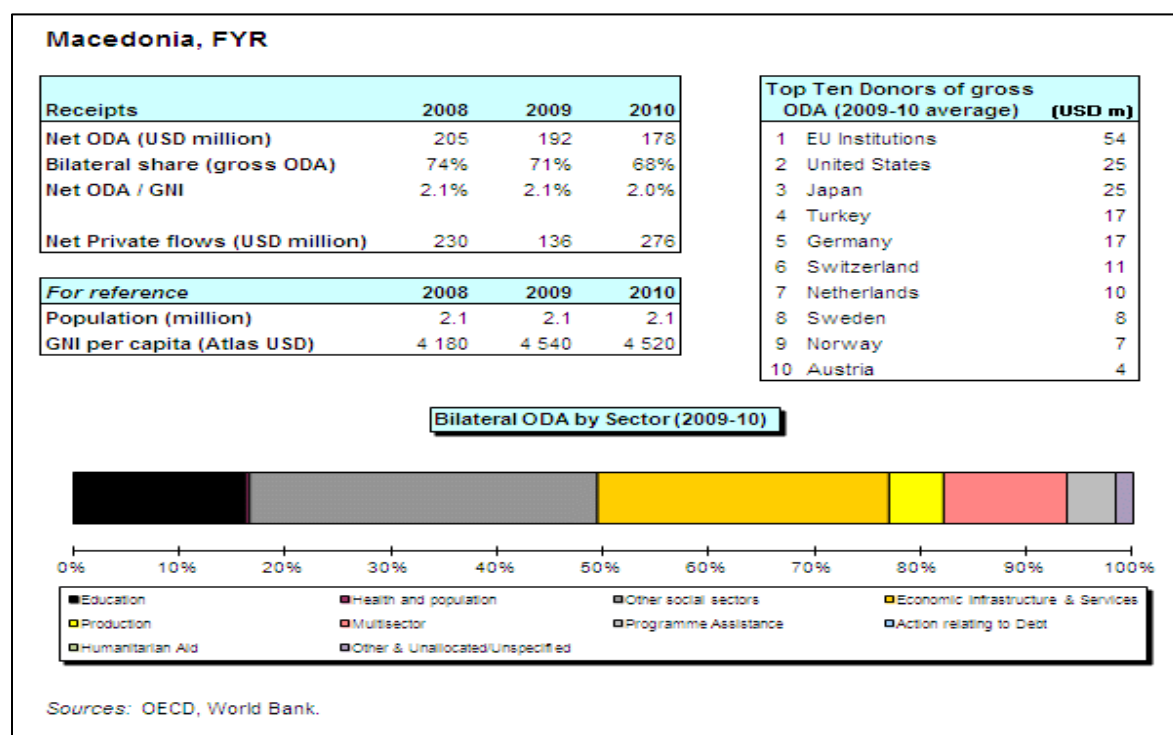
⁹ Ibid.

¹⁰ Figure 1 - "Components" refer to IPA priority areas

¹¹ DG Enlargement, "Financial Assistance", the former Yugoslav Republic of Macedonia, July 2012. URL: http://ec.europa.eu/enlargement/candidate-countries/the_former_yugoslav_republic_of_macedonia/financial-assistance/index_en.htm

technical formalities involved preparing operational procedures and proposals which justify the use and request of funds. This is further complicated at the local/municipal level, where the absorption capacity is even more scarce owing to a continued loss of high skilled labour to more urban areas. In essence, only a fraction of the annual allocations are actually deployed for funding projects as highlighted in the Commission's 2011 Progress Report. Reliable data on the domestic absorption capacity of IPA funds was not available at the time this document produced, however reports from individuals at the Delegation of the European Union in Skopje did confirm that the issue is a serious concern, highlighting that unused resources could have ramifications for future funding cycles.

Figure 2 ODA Assistance to the former Yugoslav Republic of Macedonia, 2008-2010 (OECD, 2012)



As synopsis of funding arrangements for the country, Figure 2 introduces the flow of funds to the country between 2008-2010, including both EU and international donors according to sectors. After the European Commission, USAID and JICA were the second and third most active bilateral development agencies in the country. Data is not available for ODA assistance since 2010; however it is logical to assume that the EC will remain the leading donor to the country. This highlights that IPA will endure as the primary funding channel for development assistance and denotes that additional projects and support via channels such as the RBSA and the DWCP, would certainly be welcomed. In particular, the ILO focus on tripartite cooperation on decent work in the labour market, economic development and social dialogue is vital to ensuring balanced progression in the country.

2.2 Labour Market, Employment and Recent Developments

The labour market in the former Yugoslav Republic of Macedonia is characterised by chronically high unemployment. Economic growth rates are not outwardly able to address structural unemployment and poverty. Unemployment was 32 per cent in 2010, among the highest in Europe, with long-term unemployment¹² and the employment of women being a particular concern. The aforementioned ILO study on the Gender Pay Gap (2012) asserts that the employment rate of women was only 29 per cent compared to 48 per cent of men in 2009, which will have strong future consequences on equality and pensions if the negative trend continues.¹³

Figure 3 Unemployment, former Yugoslav Republic of Macedonia, 1998-2011 (World Bank, 2012)

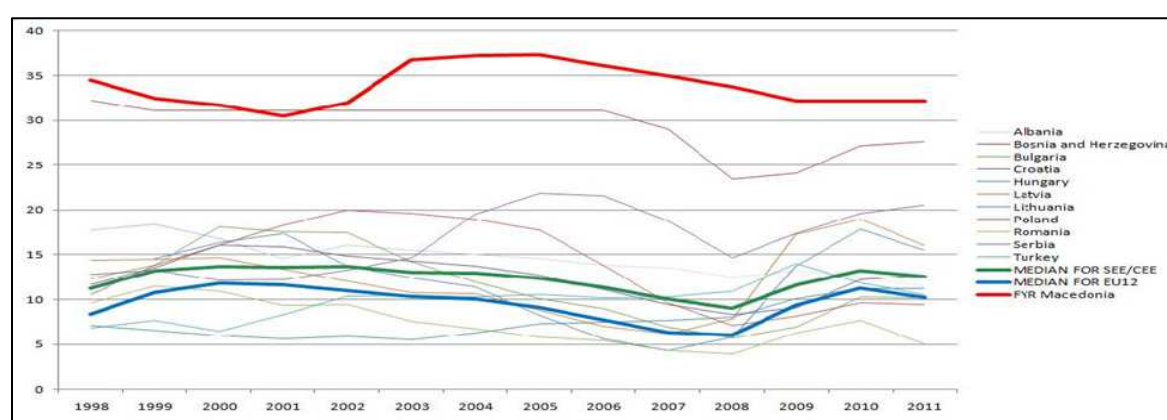


Figure 3 presents an overview of unemployment in the country since 1998. Unemployment has remained chronically high, continually fluctuating between 30 and 35 per cent since 1998. The unemployment issue continues to make a large impact on poverty. The country has one of the highest poverty rates in Europe: from 2003-2009, 22 per cent of the total population lived below the national poverty line.¹⁴ In effect, this has also influenced an increase in the grey economy, where thwarting undeclared work and envelope wages continues to be a great challenge in the country.

Recent developments have targeted the issue of poverty and unemployment in a more coordinated manner. Following an absence of two years, an *Economic and Social Council (ESC)* was re-established in August 2010 with the support of the ILO, allowing for greater dialogue and a heightened collaboration between the government and social partners in the country.¹⁵ Following the RBSA-funded activities (see section 3.2.1), the constituents agreed to set a legislative national

¹² World Bank. Making Exports a Catalyst for Economic Growth: An Assessment of FYR Macedonia's Trade Competitiveness. Policy Note 1 of FYR Macedonia Modular Competitiveness Assessment Series. Washington: World Bank Policy Notes, 2011.

¹³ Milka Kazandziska, Marija Risteska and Verena Schmidt, The Gender Pay Gap in the former Yugoslav Republic of Macedonia. International Labour Organization. Budapest: ILO Publications, 2012

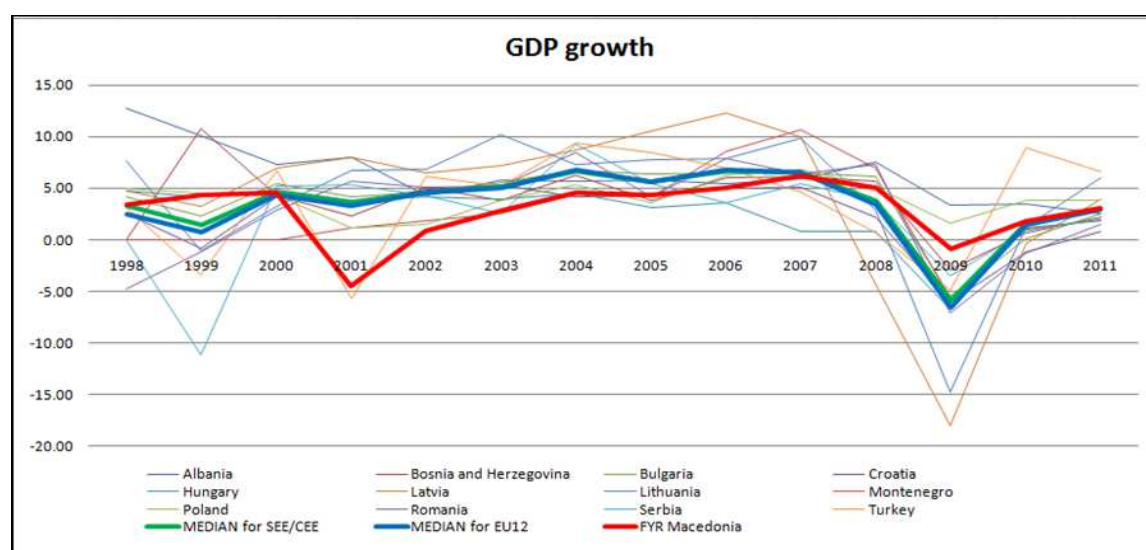
¹⁴ World Bank. Making Exports a Catalyst for Economic Growth: An Assessment of FYR Macedonia's Trade Competitiveness. Policy Note 1 of FYR Macedonia Modular Competitiveness Assessment Series. Washington: World Bank Policy Notes, 2011.

¹⁵ A total of twelve individuals, four from each of the Constituents (government, trade unions and employers' organisations), now hold a representative voice over amendments, laws, proposals and considerations in areas such as labour relations, employment, pensions, occupational safety and health, etc.

minimum wage in the country based on the Committee of Experts on the Application of Conventions and Recommendations (CEACR) and gender pay study recommendations, and a Law on Minimal Salary came into force in February 2012.

The new law stipulates a minimum net salary that would present 39.6 per cent of the average gross salary for the previous year as determined by the SSO. This provision has been enacted in order to provide the increase of the minimum wage together with the growth of the average gross wage in the country. The minimum wage will be announced by the Ministry of Labour and Social Policy (published in the Official Gazette) at the end of each year. The net minimum wage applicable for 2012 amounts to a total of 8,050 MKD (approx. EUR 130) and all collective agreements must be harmonised with the law.¹⁶ An adaptation period is provided for certain industries (i.e. textiles, etc.) with lower wages.¹⁷ The establishment of a minimum wage threshold allows for a more compressed wage structure which can directly contribute to the improvement of working conditions and standard of living. The enactment of this law is considered to be a huge step forward for the labour market, with positive effects anticipated in the reduction of the grey economy, tax evasion and increasing practices of decent work.

Figure 4 GDP Growth for the former Yugoslav Republic of Macedonia, 1998-2011 (World Bank, 2012)



With respect to Gross Domestic Product (GDP), Figure 4 introduces GDP growth in the country since 1998. A steady rate of growth has resumed since a drop in 2009, well into the economic crisis. Inflation and the government deficit are low and debt levels remain manageable. The country is seen as having weathered the economic crisis fairly well in comparison to other countries in the region, including Croatia and Serbia.¹⁸

¹⁶ Nikica Mojsoska-Blazevski, "Quarterly Report from the SYSDM Correspondent: the former Yugoslav Republic of Macedonia." *European Employment Observatory*. Birmingham: European Employment Observatory Working Papers, 2012, page 10.

¹⁷ Ibid.

¹⁸ Valli Corbanese, *Supporting Strategies to Recover from the Crisis in Croatia, the former Yugoslav Republic of Macedonia and Serbia: A Cross-Country Report*, International Labour Organization. Budapest: ILO Publications, 2011 and EBRD, *Country*

It is also reported that results of the decade-long, national campaign for increasing inward investment is slowly beginning to see concrete results. Several greenfield investments have been secured in recent years and the country is becoming a more interesting destination for foreign investors which seek low wages and favourable tax reductions. Nonetheless, investments are mobile and may only be temporary solution to the issue of chronic unemployment.

Furthermore, several key national strategies have facilitated tripartite dialogue on labour markets and social inclusion. The National Employment Strategy (2011-2015) was adopted in August 2011 and was developed on the basis of “Europe 2020” targets for economic and employment policies which include two measureable targets for youth employment within the national priorities. The National Action Plan on Employment (2011-2013) also complements the strategy, outlining measureable goals to be achieved within the context of enterprise development. A further National Action Plan on Youth Employment is being prepared in collaboration with the ILO in order to ensure that youth employment targets are achieved by 2015.

The European Commission’s *Progress Report for the former Yugoslav Republic of Macedonia (2011)*, presents findings related to Chapter 19: Social Policy and Employment. Progress within the field of Safety and Health at Work has been noted and represents a component of the efforts mobilised by the ILO through the RBSA funds in Occupational Safety and Health (OSH), as well as the enhancement of tripartite dialogue in the Economic and Social Council (ESC).¹⁹ The progress report underscores a greater need for further bipartite and tripartite collaboration on labour market and social issues in the country.

A total of four ILO conventions were ratified by the former Yugoslav Republic of Macedonia in the past year. A direct result of the RBSA-funded project on OSH under priority three (see section 3.3.2 and 3.3.3) has been the adoption of C187 Promotional Framework for Occupational Safety and Health Convention. In addition, C177 Home Work Convention, C183 Maternity Protection Convention and C181 Private Employment Agencies Convention were all ratified in March 2012.

Assessment: the former Yugoslav Republic of Macedonia: Transition Report, European Bank for Reconstruction and Development (EBRD), London: EBRD Publications, 2011.

¹⁹ European Commission, *Progress Report for the former Yugoslav Republic of Macedonia*, 2011.

III. Review of RBSA-funded projects 2010-2011

3.1 Structure of Findings Section

The ILO Decent Work Country Programme (2010-2013) for the period of 2010-2011 involved the implementation of six RBSA funded projects (see Table 2) and designed to assist government, workers' organisations and employers' organisations tackle specialised policy areas. The objective was to reinforce the constituents' capacities to deal with their respective policy areas in line with both national development policies and the UNDAF framework for the country.

As discussed above, the initial planning of the programme consisted of 3 priority areas and this review exclusively tackles Country Priority 2 and 3, along with their 11 country programme outcomes and 27 indicators designed to tracking progress towards the outcomes. One of the purposes of this review is to assess level of achievements of the outcomes against the priorities. Accordingly, the analysis has been structured by priorities, where each project is referenced against their country programme outcome and indicators. A qualitative overview of the findings of the project is first provided, followed by a summary of achievements and a reflection on the indicators, marked according to a sliding scale of either being "achieved," "not-achieved" or "partially achieved". A transition impact is also provided for each project, highlighting immediate or medium term effects, along with any spill over results which have materialised as a result of the ILO activities. A requirement for the assignment at hand was to introduce two cases of good practice. Therefore, two of the six projects have been featured in greater detail in section 5.

3.2 Progress towards DWCP Country Priority 2

As described in Table 3, the second priority of the DWCP was to ensure **"Measures to Reduce the Informal Economy are designed in consultation with Social Partners."** Two country programme outcomes and four indicators were created to address and monitor progress in the priority area. Two RBSA-funded projects, namely *Supporting Strategies to recover from the Economic Crisis* (CPO 2.1) and *Improving Local Employment Policy Development* (CPO 2.2) were implemented and fed into the realisation of both the CPO and the overall country priority.

Table 3 CP2, CPOs and Indicators, DWCP for the former Yugoslav Republic of Macedonia, 2010-2011

Country Priority	Country Programme Outcome	Indicator	Project
2. Measures to Reduce the Informal Economy are designed in consultation with Social Partners	2.1 Improving the ability of the tripartite constituents to design recovery packages during economic crises, taking into account the impact on both women and men	2.1.1 Anti-crisis measure and policies and addressed and validated together with the ILO constituents	Supporting Strategies to recover from the Economic Crisis in South-eastern Europe (Economic Recovery Project) (SBU101/MKD129)
		2.1.2 New feasible country-specific anti-crisis policy options identified and validated through tripartite discussions	
		2.1.3 Improved knowledge of the tripartite constituents by providing best practices and policy options from selected new EU Member States which have effectively dealt with the crisis	
	2.2 Connecting enterprises, workforce and community development through improving local employment policy development	2.2.1 The capacity of existing local economic and social councils (ESCs) is enhanced through training in local economic development approaches (LED), with a focus on job creation and business growth	Improving Local Employment Policy Development (MKD127)

3.2.1 Supporting Strategies to Recover from the Economic Crisis - Economic Recovery Project (SBU101/MKD129)

CPO 2.1 Improving the ability of the tripartite constituents to design recovery packages during economic crises, taking into account the impact on both women and men

Between January and December 2011 the ILO supported an innovative project designed to address the importance of decent work and the Global Jobs Pact (GJP) as an outline for stimulating inclusive and responsible economic recovery practices in South-eastern Europe. RBSA contributions funded the component for the former Yugoslav Republic of Macedonia and provided constituents from the country an opportunity to engage in dialogue regarding anti-crisis measures taken both on a national and regional basis, namely with Croatia and Serbia. The project was extremely successful in addressing the economic recovery practices on both levels. A transfer of experience and knowledge allowed for a greater understanding of ways forward on crucial issues such as unemployment, undeclared work and a reform of the minimum wage. Trade unions, employers' organisations and the government were included in all elements of the project, tackling current and prospective national policies regarding the crisis.

The foundation of the project was laid down in two reports, namely a country assessment report, *Supporting Strategies to Recover from the Crisis in South Eastern Europe: the former Yugoslav Republic of Macedonia*²⁰ and a regional cross-country report of crisis and comparative analysis of response from each of the three countries. Both studies were exceptional in quality and utility, directly contributing to the successful implementation of the country programme outcome. A heightened dialogue on crisis response and active measures that could be deployed on confronting its reach was introduced to the constituents.

The project was inclusive and collaborative. The constituents not only participated in the analysis of the abovementioned documents, but also participated in national (Skopje) and regional (Zagreb) peer review workshops designed to target crisis response and recovery. The regional peer review workshop in Zagreb (April 2011) was attended by 26 individuals from Croatia, Serbia, the former Yugoslav Republic of Macedonia, represented by the constituents of each respective country and one peer reviewer, Slovenia. This allowed for an exchange of ideas effective in sharing lessons learned among the countries of the region. A follow-up conference was held in Split (October 2011) and dealt with the definition of successful policy design options for sustainable recovery, attended by over 40 individuals from all of the constituents in each country, along with delegates from peer review countries Slovenia, Czech Republic and representatives from the World Bank and International Monetary Fund (IMF). The conference in Split provided a series of practical examples of anti-crisis policy measures including job creation, investment and the integration of decent work practices.

A final workshop on strengthening capacity in international labour standards and European legal instruments was organised in response to the request of trade unions in the three countries. This workshop was held in Belgrade in November 2011 and saw the participation of 11 representatives of six trade unions from Croatia, Serbia and the former Yugoslav Republic of Macedonia.

Complementing economic recovery strategies outlined in the reports, a workshop was organised in Skopje in March 2012 on youth employment and the school-to-work transition. The workshop consisted of 25 participants from the constituents, NGOs and think-tanks and addressed concrete measures to be taken to increase youth employment in the country.

Progress towards Outcomes and Transition Impacts

In speaking to respondents from the tripartite constituents, ILO staff in Budapest and reviewing a thorough set of project documents, it is evident that progress towards the country programme outcome has been successfully achieved and all activities completed as outlined in the planning. Nonetheless, it must be noted that the actual phrasing of the CPO includes reference to both women and men, yet specific gender references were not outwardly integrated in the activities. Moreover,

²⁰ The report was commissioned by the ILO and conducted by a local expert, Dr. Nikica Mojsoska-Blazevski whose work was extremely well received by the constituents

while tripartite capacity in designing recovery packages has been augmented, the actual implementation of recovery packages and anti-crisis measures requires further effort. The ILO has provided a basis for the assessment of the crisis in the country, analysis of good practices in South-eastern Europe and recommendations for forward planning. Subsequent steps in implementation remains largely in the hands of the constituents.

Notwithstanding, several measures have been taken. One monumental impact that was influenced by ILO's activities under this project was that of the minimum wage reform (see section 2.2), widely discussed as an important measure for crisis recovery in the peer review workshop in Zagreb and conference in Split. The activities of this project did seem to have a direct impact on providing a platform for the actualisation of the reform of minimum wages in the country. In addition, there was a solid absorption of lessons from regional peers, which has also influenced the National Action Plan for Youth Employment which is currently under preparation.

The capacity of the constituents has certainly been strengthened through the project, as has their ability to interact, collectively, on this particular thematic issue. Nevertheless, the time interval between the completion of the project and the review is not sufficient to control for any additional effects. The roadmap for policy priorities in job creation which was provided in the national assessment report and actual implementation of policy measures needs to be more actively applied by the government and social partners. This would allow for both an enhanced use of ILO outputs and the operationalization of greater anti-crisis measures in the country.

The respondents interviewed for this review noted that the experience on anti-crisis measures from the Czech Republic and Slovenia were extremely useful, as was the exchange of horizontal dialogue between employers and workers' organisations in each country which shared similar challenges.

Figure 5 Summary of Achievements and Reflection on Indicators: Country Programme Outcome 2.1

Country Programme Outcome 2.1: Improving the ability of the tripartite constituents to design recovery packages during economic crises, taking into account the impact on both women and men	
Indicator	Progress and Comments
<i>Anti-crisis measures and policies are addressed and validated together with the ILO constituents</i>	<p>Progress: Achieved</p> <p>The ILO successfully contributed to the mapping of anti-crisis measures which have previously been taken in the country along with those of the sub-region. The consultation and input of the tripartite constituents was consistently seen throughout each activity, which included participation in validation workshops, meetings and training seminars. Recommendations and inputs of the constituents have been reflected in the two publications produced on the economic crisis and recovery strategies.</p>

<p><i>New feasible country-specific anti-crisis policy options identified and validated through tripartite discussions</i></p>	<p>Progress: Achieved</p> <p>In addition to technical assistance via workshops and training sessions, the discussions generated by the constituents have been included in a roadmap response to the crisis which can serve as a basis for future intervention. The status of this indicator is positive; however the actual deployment of suggestions and lessons learned remains largely in the hands of the government.</p>
<p><i>Improved knowledge of the tripartite constituents by providing best practices and policy options from selected new EU Member States which have effectively dealt with the crisis</i></p>	<p>Progress: Achieved</p> <p>The lessons learned from tripartite peers in neighbouring countries, along with those of EU Member States Slovenia and Czech Republic has been an invaluable resource to the constituents of the former Yugoslav Republic of Macedonia. All respondents surveyed for this review have emphasized a positive impact in sharing regional lessons in crisis response owing to the similarity of transition economies and specific issues such as undeclared work.</p>

3.2.2 Improving Local Employment Policy Development (MKD127)

Country Programme Outcome 2.2: Connecting enterprises, workforce and community development through improving local employment policy development

The project *Improving Local Employment Policy Development* was organised within the context of the CPO 2.2 and implemented between June 2011 and March 2012 with the assistance of RBSA funding. In itself, the project was unique in following a rounded approach of local economic analysis, the development and delivery of training and post-training services. Local employers and workers organisations, the Ministry of Labour and Social Policy, the Ministry of Economy, the Centre for Vocational Education, local governments and successful local enterprises from a total of three municipalities - Kruševo, Prilep and Resen - equally participated in all phases of the project. The first output of the project was a comprehensive publication commissioned by the ILO, namely *Skills Policies for Economic Diversification in the former Yugoslav Republic of Macedonia: Enhancing Local Skills Policies for the Food and Tourism Sectors* (2011). The publication followed the ILO's Skills for Trade and Economic Diversification (STED) methodology on guidance for the integration of skills development in sectoral policies and was integral in guiding the community-based, employment-orientated strategies for growth in the municipalities.

Following the first draft of the publication, a validation meeting was organised to discuss initial findings. An introduction to the STED methodology was presented, along with the role of skills diversification in the two sectors chosen for analysis, namely tourism and agro-processing sectors. The session facilitated the promotion of dialogue on skills among the stakeholders and presented the role of specialised training and vocational education.

The activities of the project were organised in cooperation with the ILO's International Training Centre (ITC) in Turin. A total of 23 individuals from the local and national level comprising of trade unions and employers organisations in the food and tourism sectors, local governments, the Ministry of Labour and Social Policy, the Ministry of Economy and the Centre for Vocational Education took part in a five-day training workshop.²¹ The training served as a milestone achievement in working towards the country programme outcome, as all parties involved received thorough training on the functioning of local economies and discussions on how the findings of the publication could be operationalized into concrete local economic realities.

Owing to the fact that the training was based on an analysis of (anticipated) demand of growth in services and labour, the course provided interactive discussions on elements such as territorial pacts, examples of good practice in smaller towns in Northern Italy (e.g. Pinerolo) and ways in which collaborative efforts between all three tripartite groups could engender concrete results. Furthermore, the training introduced several private sector case studies such as the slow-food movement in Italy and set out the initial baseline for drafting LED action plans at the municipal level.

A follow-up workshop was held in Bitola in December 2011 which sought to build-upon the leanings from Turin and to consolidate the implementation of local action plans targeting the tourism and agro-processing sectors. Instances from Croatia were introduced as comparative examples, which sparked great interest among participants owing to the similar socio-economic challenges.

Progress towards Outcomes and Transition Impacts

All activities organised in this project respected the project country outcome and fed directly into the overall country priority. Prior to this ILO-led effort, virtually no technical assistance was provided to some of the municipalities in LED-based approaches. Respondents found the publication on skills to be a key tool in directing and unlocking endogenous growth. This was augmented through the training in Turin, where participants were provided with practical, everyday examples of how to transfer knowledge to reality. A direct impact of the project was that the municipality of Prilep established an Economic Council at the end of 2011.

A respondent from the agro-processing sector expressed that the project improved his understanding of the links involved in LED. The individual has since strengthened a corporate programme in his firm which offers traineeships to young graduating students in the agro-processing sector.

In general, progress towards the CPO was successfully achieved on part of the ILO and the ILO ITC. The purpose of the ILO assistance was to focus not only on municipalities with a strong capacity but

²¹ Local Initiatives for Economic Development: Municipalities of Kruševo, Prilep and Resen, ILO ITC Turin, 19-23 September 2011

also target two municipalities which were weaker in capacity and required greater technical assistance. The municipalities were identified by the ILO tripartite constituents and based on the interest of the three municipalities themselves to further develop the selected sectors. Following the successful completion of activities, the constituents have reported that the sustainability of knowledge transfer and progress remains weak in two of the three municipalities. Local initiative and absorption of lessons learned was reported as being particularly strong in Prilep and weaker in Kruševo and Resen. Interviews revealed that a lack of cooperation with some of the local governments may not allow for a continuation of activities and the implementation local development action plans and sector-specific employment policies. Human capital remains low in Kruševo and Resen, brain-drain is commonplace and poverty remains a concern – aspects that make cooperation more challenging than in larger, more forward-focused municipalities in Skopje, Ohrid and Prilep. The ILO should explore options to extend further technical assistance, however the demand and interest for support should also be taken into consideration. Local elections will be held in the country in the first quarter of 2013, which may influence the direction of activities.

It is important to follow up on what has been achieved so far, targeting specifically the institutionalisation of local action plans. Alternative strategies such as technical (i.e. practical) assistance in obtaining IPA funds at the local level, are also suggested.²² Training local constituents on obtaining IPA funds is an investment which could see fruits in the intermediate to long-term, making a clear link between ILO projects and how local constituents could seek alternative funding measures to implement complementary activities. Moreover, possible collaborations with the EBRD (TAM/BAS) could also be explored in developing joint work programmes targeting SMEs/skills in the two sectors. The possibility of exploring a working arrangement with USAID in the field of LED is currently being deliberated and seen as an excellent opportunity to pursue the efforts already undertaken.

Figure 6 Summary of Achievements and Reflection on Indicators: Country Programme Outcome 2.2

Country Programme Outcome 2.2: Connecting enterprises, workforce and community development through improving local employment policy development	
Indicator	Progress and Comments
<i>The capacity of existing local economic and social councils (ESCs) is enhanced through training in local economic development approaches (LED), with a focus on job creation and business growth.</i>	<p>Progress: Partially Achieved</p> <p>Extensive training on LED was provided to three municipalities along with representatives from the central government, private sector (tourism and agro-processing), trade unions, employers' organisations and the Centre for Vocational Education. Progress is marked as partially achieved as baseline indicator presents an assumption that ESCs were already in place. In effect, one municipality (Prilep) instituted an economic council following the activities undertaken. Capacity has certainly been strengthened and the STED methodology has proven to be an excellent tool. A lack of proactivity and initiative in Kruševo and Resen does not currently allow for an environment of enhanced business growth and job creation.</p>

²² Through regional development, rural development and human resource development components allocated under IPA, as seen in Figure 1

3.3 Progress towards DWCP Country Priority 3

As described in Table 4, the third priority of the DWCP was to ensure an “**Improvement of working conditions, with the active involvement of social partners.**” Three country programme outcomes and seven indicators were created to address and monitor progress in this priority area. Four projects, namely the *Improving the Capacity of Social Partners to both implement the New Pension System and strengthen the Administration and Governance of the System* (CPO 3.1); the *Strengthening the Effectiveness of the Labour Inspection System and Improving the Capacity of Government and Social Partners to implement OSH Law in an effective and systematic manner* (CPO 3.2); and *Improving Gender Equality in the World of Work* (CPO 3.3), were implemented and fed into the realisation of the CPOs and overall country priority.

Table 4 CP3, CPOs and Indicators, DWCP for the former Yugoslav of Macedonia, 2010-2011

Country Priority	Country Programme Outcome	Indicators	Project
3. Improving working conditions, with the active involvement of social partners	3.1 Improving the capacity of tripartite partners to implement the new pension system effectively and to improve the administration of the governance system	3.1.2 Social Partners are informed of the new pension system and closely involved its management and governance	Improving the Capacity of Social Partners to both implement the New Pension System and strengthen the Administration and Governance of the System (MKD152)
	3.2 Enhancing the effectiveness of the State Labour Inspectorate to enforce labour and OSH legislation, with a better coordinated inspection system and greater involvement of social partners and other institutions	3.2.1 The preventive and integrated approach of the State Labour Inspectorate (SLI) on Occupational Safety and Health (OSH) is enhanced through information resources and targeted proactive visits	Strengthening the Effectiveness of the Labour Inspection System (MKD103)
		3.2.2 Labour inspectors are trained on Occupational Safety and Health (OSH) in construction	and
		3.3.3 Ratification of the Occupational Safety and Health (OSH) Promotional Framework Convention No. 187	Improving the Capacity of Government and Social Partners to implement OSH Law in an effective and systematic manner (MKD151)
	3.3 Improving gender equality	3.3.1 TU's and EO's are trained on non-discrimination and equal employment equal employment opportunity policies and plans	Improving Gender Equality in the World of Work (MKD153)
		3.3.2 Tripartite constituents are trained on C100 and C111 with regard to the effective implementation of the principle of equal remuneration for work of equal value	
		3.3.3 Increased capacity of State Statistical Office (SSO) to monitor gender equality	

3.3.1 Strengthening capacity and governance of constituents in the new pension system

CPO 3.1 Improving the capacity of tripartite partners to implement the new pension system effectively and to improve the administration of the governance system

A reform of the pension system in 2006 generated a series of misunderstandings owing to a lack of information provided on how the changes would affect social partners and citizens at large. The reformed pension system is mainly designed for young employees and employees who only hold a few years of work experience before entering into a reformed, two-pillar pension system.²³ For those with many years of service in the workforce, there were strong reasons to remain in the mono-pillar system given that they would have less time to accumulate assets on their accounts before retirement if they were to opt for the (new) second pillar.²⁴

In responding to the knowledge gap in the pension system, particularly among workers and employers organisations, the ILO set out a series of activities designed to enhance capacity and prepare for an inclusive tripartite representation on the pension management board. Previously, there was little exchange of information on the new system and social partners did not hold a grasp of its mechanisms. A guidebook, *Guide for your rights to pensions* was commissioned by the ILO through RBSA funding. The publication was printed, disseminated and training conducted on the details of the system, along with a much-needed simplification of regulations and instruments supplied with concrete examples. The publication also examined issues such the flexible retirement age, inclusion of social partners in the pension management board and assessment of invalidity benefits.

An additional workshop was also conducted, targeting social partners and generating awareness of the guidebook and its contents, complemented by seminars in Bitola, Strumica and Ohrid so as to extend knowledge to regions outside of the capital. A cumulative total of 70 participants from trade unions, employers' organisations and the government participated in the three workshops. Through the activities conducted by the ILO, momentum was created to advance tripartite participation in the pension management board and achieved in August 2012.

Progress towards Outcomes and Transition Impacts

The activities were extremely useful in generating knowledge since the project was built on a baseline with virtually no information. The tripartite constituents are extremely satisfied with both the guidebook and quality of training provided. Respondents from the trade unions were particularly grateful to the ILO for assisting to build their knowledge of the pension system, however they also suggested that a follow up activity would be beneficial to tackle additional gaps in knowledge at the level of workers' organisations. A strengthened capacity is visible among WOs, yet an additional seminar or workshop would be advantageous in further communicating the effects of the pension system for workers.

²³ Zorica Apostolska and Marija Gulija, *Annual National Report: Pensions, Health Care and Long-term Care in the former Yugoslav Republic of Macedonia* (Brussels: DG Employment, Social Affairs and Inclusion, 2012), p 6.

²⁴ Ibid

An individual from an employers' organisation stated that there was widespread scepticism of the (new) second pillar, at least initially. However, the workshop and the guidebook contributed to a better appreciation of the new pension system including its positive elements. The work undertaken in this project also uncovered the dangers of a gender-pension gap, a circumstance which will become more acute if the role of women in the workforce is not strengthened in the future. A public official pointed out that there is also a need to promote and target the pension system to younger generations, possibly through a basic information campaign.

Progress towards the country programme outcome is evident. Tripartite partners are considerably more aware of the pension system on account of ILO activities. The involvement of social partners in the governance of the pension system was successfully achieved in August 2012.

Figure 7 Summary of Achievements and Reflection on Indicators: Country Programme Outcome 3.1

Country Programme Outcome 3.1 Improving the capacity of tripartite partners to implement the new pension system effectively and to improve the administration of the governance system	
Indicator	Progress and Comments
Social Partners are informed of the new pension system and closely involved its management and governance	<p>Progress: Achieved</p> <p>There has been significant progress towards the indicator and all planned outputs have been successfully completed. A demonstrated growth in capacity and understanding of the new pension system among the social partners is visible and their participation on the management board was achieved on 8 August 2012.</p>

3.3.2 Strengthening the Effectiveness of the Labour Inspection System

CPO 3.2 Enhancing the effectiveness of the State Labour Inspectorate to enforce labour and OSH legislation, with a better coordinated inspection system and greater involvement of social partners and other institutions²⁵

Following an ILO labour inspection audit in 2009 for the country, an action plan was drafted which outlined subsequent steps forward including training, strengthening coordination of the labour inspection system, enhancing OSH and creating an awareness campaign for social partners. RBSA funds addressed the gaps and were allocated to strengthen the Labour Inspection System, provide safer working environment and reduce the amount of work-related accidents and casualties. This included targeting the enhancement and efficiency of site visits and augmenting knowledge of occupational safety and health risks, particularly in the construction sector. The RBSA-funded project attached to this outcome can be deemed as good practice and included an extensive array of

²⁵ This CPO was achieved by two projects which shared the division of labour between the same outcome and indicators.

promotional and training activities directed to both labour inspectors and social partners. The project is introduced in greater detail under section 5, Case Studies of Good Practice.

All planned activities of this project were completed in a timely manner, respecting the initial targets outlined in the initial planning. A promotional campaign on OSH in construction was a great success and subsequently transferred to Moldova²⁶, demonstrating high efficiency and excellent value for money.

Steady progress towards the CPO is apparent. The capacity of the SLI has been strengthened on OSH and a greater involvement of social partners is visible. The coordination of the inspection system and enhancing dialogue among and between social partners requires additional attention. Differences of views between EOs, WOs and the SLI continue to obstruct a more coordinated and efficient LI system.

3.3.3 Improving the capacity of government and social partners to implement OSH law in an effective and systematic manner

CPO 3.2 Enhancing the effectiveness of the State Labour Inspectorate to enforce labour and OSH legislation, with a better coordinated inspection system and greater involvement of social partners and other institutions²⁷

Upon the institutionalisation of the DWCP, the ILO began with training on risk assessment in 2010 and developed check-lists based on rulebooks created by the government upon adoption of the law on occupational safety and health in 2007. The complexity of the rulebooks and dense policy jargon was not modified for use and considerably difficult to understand by trade unions and workers organisations.

At the further request of the SLI in 2010, and with the financial assistance of the RBSA, the ILO responded with the production of 20 compact and practical rulebooks, distributed to TUs and EOs. This was supplemented with a technical workshop on the implementation and use of ILO OSH instruments. A total of 35 participants from the SLI, TUs and EOs were trained on the rulebooks and their use in practical occupational settings.

The launch of the official World OSH Day (2011) was also organised in cooperation with the Macedonian Occupational Safety and Health Association (MOSHA). More than 120 high-level participants attended, including the Minister of Labour and Social Policy, representatives from the SLI, and members of workers and employers' organisations. Two ILO guidelines on OSH management systems were translated for the occasion, along with a promotional poster for the World Day for Safety and Health (2011).

²⁶ Translated into the local language, using the same promotional tools/images such as flyers, calendars, posters, etc.

²⁷ This CPO was achieved by two projects which shared the division of labour between the same outcome and indicators.

The National Assembly decided to ratify the ILO OSH Promotional Framework Convention C187 as a direct upshot of the World OSH Day in 2011.²⁸ The training workshop also served as a platform for introducing C187 and its working elements to the constituents; two publications were launched in the local language on *OSH Conventions and Recommendations of the ILO* and *Guides for Practical Implementation of 20 OSH Rulebooks*.

An addition to the project included the production of a leaflet and informative study on climate risks and occupational safety, an important issue amid the extreme heat waves seen in summer months and freezing spells in the winter months which occasionally occur in the country. The informative leaflet provides a set of guidelines for workers and employers on aspects such as how to measure the UV index and control for the risk of working outdoors. More than 1000 copies of the leaflet were distributed to labour inspectors, social partners and Institute for Public Health.

Progress towards Outcomes and Transition Impacts

A steady pace of progress can be seen in achieving the country programme outcome. An extensive array of promotional activities and training sessions generated awareness and built understanding on OSH, labour inspection, good practice and the role of social partners. In quantitative terms, it is too early to observe effects with respect to reduction of work-related incidents. However it can be confirmed that all members of the tripartite constituents have a new appreciation and understanding of the issues involved. The ratification of C187 is understood as a result of the activities undertaken within the context of this CPO. In particular, the World OSH Day event in 2011 is directly linked to this progress.

Nonetheless, further improvements are possible in a number of areas. For instance, coordination and interface between the SLI and social partners, is weak. Significant efforts are required to allow for a more collaborative approach to conducting labour inspections and ensuring that constituents understand their role in enforcing OSH. A pending risk is that the SLI report that they are experiencing restrictions on conducting labour inspections owing to a lack of resources.

²⁸ Ratified on 20 March 2012 along with the adoption of three other conventions: C177 Home Work Convention, C183 Maternity Protection Convention and C181 Private Employment Agencies Convention

Figure 8 Summary of Achievements and Reflection on Indicators: Country Programme Outcome 3.2

Country Programme Outcome 3.2: Enhancing the effectiveness of the State Labour Inspectorate to enforce labour and OSH legislation, with a better coordinated inspection system and greater involvement of social partners and other institutions	
Indicator	Progress and Comments
<i>The preventive and integrated approach of the State Labour Inspectorate (SLI) on Occupational Safety and Health (OSH) is enhanced through information resources and targeted proactive visits</i>	<p>Progress: Achieved</p> <p>A successful, first-class promotional campaign on OSH in construction was organised for the country. Capacity has been strengthened and initial visits of good practice have been conducted in collaboration with the ILO. The onus now remains on the SLI to continue to engage in labour inspection visits. However, it was noted that this is stalled owing to a lack of funds to pay for aspects such as petrol.</p>
<i>Labour inspectors are trained on Occupational Safety and Health (OSH) in construction</i>	<p>Progress: Achieved</p> <p>Training on OSH in construction was provided to labour inspectorates, EOs and WOs. In addition, this was supplemented by four-day training on OSH and the participation of a representative from the State Labour Inspectorate (SLI) in a two-week training session at the Academy of Labour Administration and Labour Inspection at the ITC in Turin.</p>
<i>Ratification of the Occupational Safety and Health (OSH) Promotional Framework Convention No. 187</i>	Progress: Achieved – ratified on 20 March 2012

3.3.4 Improving Gender Equality in the World of Work

CPO 3.3 Improving Gender Equality in the World of Work

Structural inequalities in the labour market began to become more apparent in recent years with the decline in public support for child/elderly care facilities, which led to shedding light on the disproportional allocation of the unpaid household and care responsibilities on women. Family responsibilities continue to place limitations on women's labour market participation and attachment, which tend to reinforce an employer preference for male workers. The country adopted a law on Law on Equal Opportunities of Women and Men (Official Gazette No. 66) in 2006. However the low participation of females in the workforce, due in part by lack of adequate child care facilities and work place discrimination against women, pointed to a clear need to ramp up work in this area. The issue of a gender pay gap subsequently emerged from a tripartite meeting on wages held in Sarajevo in 2009. The ILO responded with analysing the causes of low representation of women in high-paid jobs, along with the low employment and high unemployment rates of women.

Several activities were implemented under this outcome, generally concerned with mobilising dialogue on the role of women in the labour force by means of capacity building, raising awareness on

the gender pay gap, gender statistics, work and family reconciliation measures and matters involving root-causes of gender disparities such as discrimination. A greater account of the project can be found in section 5, Case Studies of Good Practice, categorized as such owing to its reach on generating awareness and setting the agenda for change.

Progress towards Outcomes and Transition Impacts

Many reforms have taken place with regards to gender equality in labour law, yet knowledge on *how* to actually implement laws or new EU-led directives is weak. The project has built considerable awareness on gender issues in the workplace and interviews with the constituents reveal a positive effect in knowledge transfer. However improving gender equality in the country will palpably require greater continued effort. In short, the ILO has set the foundations for the issue, however full attainment of an *improved* gender equality is largely dependent on follow-up.

Accordingly, subsequent activities are currently planned for monitoring the impacts of the recently established minimum wage on women in certain low wage sectors and equal remuneration for work of equal value. As a means to improve the quality and usefulness of the gender statistics produced by the SSO, the project initiated a dialogue between the users (Equal Opportunity Department, Trade Unions and Employers Organisations) and the producers (SSO) on which indicators are useful or currently lacking. Work on the analysis of the SSO-produced gender statistics study is also in the pipeline. A revision of the document is required to obtain a more all-encompassing analysis of gender disparities in the labour market.

Owing to complementary project themes in building capacity and gender statistics, it is strongly recommended to partner with UN-Women on subsequent gender components, in line with UNDAF guidelines for the country. In turn, this would hopefully maximise scope, audience and available funding. At the time this report was written the World Bank was involved in providing technical assistance to the SSO by means of purchasing licences for STATA and organising training with officials. It is anticipated that this will also contribute to enhancing the capacity of the SSO to more accurately collate and monitor gender statistics.

Figure 9 Summary of Achievements and Reflection on Indicators: Country Programme Outcome 3.3

Country Programme Outcome 3.3: Improving Gender Equality	
Indicator	Progress and Comments
<i>TU's and EO's are trained on non-discrimination and equal employment equal employment opportunity policies and plans</i>	<p>Progress: Achieved</p> <p>A total of five capacity building and training activities were organised in the form of workshops, seminars and a conference. Social partners were thoroughly trained in matters related to gender equality and the world of work, including non-discrimination, equal pay for work of equal value, action plans for implementation, etc. All activities have been successfully completed and partners are keen to obtain further assistance from the UN/EC on the matter. Further assistance from the ILO is highly recommended.</p>
<i>Tripartite constituents are trained on C. 100 and C. 111 specifically with regard to the effective implementation of the principle of equal remuneration for work of equal value</i>	<p>Progress: Achieved</p> <p>Training was organised after the ILO gender equality conference in May 2011. The Ministry of Labour and Social Policy, SSO, SLI, TUs and EOs all participated in the exercise.</p>
<i>Increased capacity of State statistical office to monitor gender equality</i>	<p>Progress: Achieved</p> <p>The SSO participated in the conference Gender Equality in the Workplace, the subsequent training on Equal Remuneration for Work of Equal Value and a training workshop/ user producer dialogue on gender statistics that are useful for policy concerns (Equal Opportunity Department, Trade Unions and Employers Organisations). Practical review of existing gender statistics was conducted and discussions generated on whether they were useful for the constituents in policy making. A report on gender statistics was also produced by the SSO (commissioned by the ILO). A revised, shorter information note is being planned for the subsequent DWCP cycle for this project.</p>

IV. Overall Assessment on the Basis of Operational Efficiency Factors

The questionnaires assigned to this evaluation have been targeted to obtain qualitative data revealing the actual use, transfer and impact of the outputs and progress towards outcomes. Questionnaires were designed on the basis of five operational efficiency factors (see Annex E), provided by the ILO Evaluation Unit and based on the OECD Aid Effectiveness and Evaluation criteria. The first area sought to analyze the *adequacy of resources* against the planning of projects under the outcomes, control for evidence of responsible financial management practices and the practical use of funds. The next area looked at the effectiveness of the *delivery of the outputs*, including the strengths/weaknesses of management structures and challenges that may have transpired upon the delivery of projects. Thereafter, the *absorption of outputs by partners* analyzed the actual consumption and effects of milestones/outputs by local partners. The *progress made towards outcomes* was measured by cross-referencing what has been completed against priorities, outcomes, indicators and achievements. A final section *on emerging risks and opportunities* analyzed potential strengths and weaknesses of tripartite cooperation in the targeted policy areas, the sustainability of activities and the climate for future ILO cooperation.

These operational efficiency factors have been evaluated from interviews with the constituents and ranked against a scale of 1-5, one being *very unsatisfactory* and five being *very satisfactory*.

Resource Adequacy

The adequacy of resources was assessed as **satisfactory to very satisfactory**. The RBSA contributions have been well utilized and an impressive number of activities have been completed on a relatively compressed budget. The OSH project received a welcomed addition of funds from the Regular Budget for Technical Cooperation (RBTC). Nevertheless, both the OSH campaign and the pension project illustrate a remarkable use of funds as the products have had a far-reaching use and influence among the partners. More challenging areas are clearly the gender equality in the workforce, economic crisis-recovery and local employment policy development projects, owing to the fact that more time is needed to influence society and policy. While the gender equality project was completed within the planned budget provided by the RBSA, it has been highlighted that follow-up components are crucial in order to ensure the sustainability of current achievements. The same rationale applies to scaling up local economies and skills-driven policy. Some ILO Specialists raised the issue that the advantage of RBSA is not in the size of the allocation, but the certain predictability of availability of some funds each biennium, which enables the Office to plan continuously. The tripartite constituents are very satisfied with the use of funds, including externally-contracted experts, the knowledge of the ILO staff and quality of training provided. They have also attested that the availability of structured projects through RBSA funds to implement the ILO DWCP has assisted in accelerating reforms and movements that would have otherwise taken years to accomplish. It should

be noted that while resources were satisfactory and the RBSA-funded projects have achieved significant results, successive undertakings are required in order to meet the country programme outcomes in a more comprehensive manner.

Delivery of Outputs

The delivery of outputs was assessed as **very satisfactory**. The efficiency in delivering products under the DWCP for the allotted projects has been operationalized without any detected problems. Collaboration between the DWT/CO-Budapest and the ILO NC office in Skopje has been effective, allowing for relatively smooth implementation. Moreover, ILO staff in Budapest report that the coordination and shared use of expertise from ILO DWT/CO-Budapest, the ILO headquarters in Geneva and the ITC in Turin has been extremely useful in delivering workshops and specialized training. The delivery of larger-scale, multi-country activities such as the sub-regional project for economic crisis and recovery strategies in Southeastern Europe (Croatia, Serbia and the former Yugoslav Republic of Macedonia) and the tripartite sub-regional workshop on communication and inspection campaigns and undeclared work (Albania, Moldova, Ukraine and the former Yugoslav Republic of Macedonia) illustrate high efficiency of delivery among the DWT-CO/Budapest staff, national coordinators and contracted experts. Accordingly, constituents in the country have provided only positive comments on the delivery of outputs.

Absorption of outputs by partners

The absorption of outputs by partners was evaluated as **moderately satisfactory**. Some projects have had a very satisfactory absorption capacity of outputs, particularly the OSH and pensions projects. The other areas may not have had an equally successful absorption rate, however this is not due to problems in the DWCP, the RBSA-funded projects or the priorities/outcomes outlined, but rather attesting to the slow pace of reform and development in more difficult areas. Accordingly, it may be too early to expect and identify concrete results. For now, there is certainly evidence of knowledge transfer and absorption in all projects however more time will be required in order to properly assess concrete policy developments. The level of absorption is also greatly tied to financial and human capital, which continues to be a problem for the constituents in the country. In order to widen the impact of the ILO activities in the country, exploring partnerships with other UN agencies, particularly UN-Women, and IFIs including the EBRD and World Bank, should be explored to augment absorption among the constituents.

Progress made towards outcomes

The progress made towards outcomes is assessed as **satisfactory to very satisfactory**. The completed activities have successfully respected the indicators outlined in the initial planning and fed directly into the progress of each outcome. One exception has been noted above and evaluated as partially completed. The phrasing of the indicator dealing with the local employment policy development project makes reference to “existing” local economic and social councils (ESCs), inferring that they were already in place upon initial planning of the DWCP. A direct result of the

project was the establishment of an *economic council* in Prilep, yet the remaining two municipalities do not have ESCs, nor have they demonstrated concrete progress towards their institutionalization. This is not related to ILO assistance, but rather to the slow pace of reform and unclear commitment in the two municipalities. Further efforts are required by the municipalities in a proactive use of tools and knowledge attained in order to realize the indicator of establishing functional local ESCs and thus feed into the country priority and country programme outcome attached to the project.

Emerging Opportunities and Risks

An assessment of emerging opportunities and risks, based on the respondents' knowledge of the thematic areas and their perceptions of the climate for future ILO involvement in the country was evaluated as **satisfactory**. The respondents have highlighted that the most difficult challenges lie within the activities of gender equality in the workplace as it is a crucial issue, but will require dedicated, ongoing effort. The issue is also similar in the local employment policy development project as capacities in Kruševo and Resen are considerably weak and require much more practical hand-on assistance than the municipality of Prilep. The relationship between the SLI and social partners is quite fragile and future OSH activities need to consider how to approach this in terms of programming. A clear, concise definition of responsibilities and a stronger, cooperative approach among partners is required in order to achieve lasting effects. The slow pace of reform and lack of available government funds to continue to build on ILO activities is characteristic of all of the policy areas in this evaluation. Extreme poverty is becoming a more prevalent and rural areas have required greater attention in terms of addressing economic growth, employment and gender equality in the workplace. All of the constituents have expressed interest in exploring additional joint working programmes such as these, in line with the decent work agenda. A willingness and desire to learn is readily seen among the constituents – even in the most challenging of areas.

V. Case Studies of Good Practice

The projects undertaken for this review have been successful in meeting the objectives outlined under the initial planning of the DWCP for the Former Yugoslav Republic of Macedonia. A significant amount of effort has been undertaken in ensuring that each project respects its trajectory in the priorities, outcomes and needs delineated for the country and its tripartite constituents. Two projects have been selected as exemplary instances of practice, one for its ability to instigate dialogue on gender equality in the workplace and the other in its outstanding ability to generate a cost-efficient promotional campaign on Occupational Safety and Health. The case studies²⁹ have been framed to provide a greater glimpse into what has been discussed in section three of this report.

MKD153 - Improving Gender Equality in the World of Work (CPO 3.3)

RBSA Contribution: USD 100 000

“Following the workshops organised for us, gender equality and the active inclusion of women in the workforce has become one of our central priorities. We have even begun to bid for IPA-funded projects related to strengthening the role of Women in Business.”

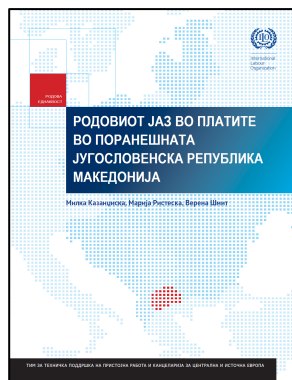
- Respondent from an Employers' Organisation



Since its independence in 1991, the Former Yugoslav Republic of Macedonia has endorsed a policy framework which respects rights of both women and men in the labour market. The country has ratified several conventions which seek to reduce gender differentials, including the Convention of the Elimination of all forms of Discrimination against Women (CEDAW), the Law on Equal Opportunities for Women and Men, C111 - Discrimination (Employment and Occupation) Convention and the ILO Equal Remuneration Convention No.100. Notwithstanding, the implementation of conventions and laws designed to ensure a more inclusive work force based on the principles of decent work, has been fragmented.

Unemployment remains a critical concern for the country, all the more so when analysed according to gender. Between 2002 and 2009, the unemployment rate of women was 36 per cent, while the employment rate of women was 28 per cent in the same period, remaining very low compared to the EU average. A high-level, tripartite conference on wages held in Sarajevo (2009) set the basis for a more involved approach to addressing the issue. The tripartite delegation from the Former Yugoslav Republic of Macedonia announced that a gender pay gap did not exist in the country, affirming that laws were instituted so as to assure the representation of both women and men in the workforce. Gender imbalances and differing pay structures were understood as a direct result of career paths for

²⁹ All images have been taken from ILO produced materials for each of the respective projects



men and women. Further investigation on gender representation in the labour market prompted a detailed analysis of the gender pay structures and socio-economic disparities among women in the labour market.

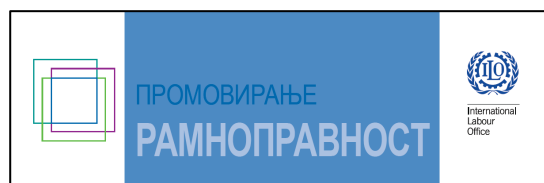
Following consultations with tripartite constituents in the country on the wage disparities, the ILO provided technical assistance on targeting imbalances in the gender pay gap. A study on the *Gender Pay Gap in the Former Yugoslav Republic of Macedonia* was commissioned by the ILO and set out the basis for quantifying the magnitude of the issue in the

country. The study was launched at a conference on Gender Equality at the Workplace, organised in partnership with the Economic and Social Council (ESC) and introduced by the Minister of Labour and Social Policy, who reaffirmed its importance in generating equal wages for both genders. Both capacity and awareness were strengthened for over fifty individuals who took part in the conference which included participants from the State Labour Inspectorate, the State Statistical Office and social partners. This was followed by training on the principle of Equal Remuneration for Work of Equal Value and Gender Equality in the workplace.

Two workshops were subsequently organised, introducing some root-causes and obstacles to attaining gender equality in the workplace. A seminar on non-discrimination at the workplace was held in Struga in October 2011 for trade unions, raising awareness that alleviating discrimination is also a responsibility at the level of workers. A total of 27 trade union members from three confederations participated and were trained in the different forms of discrimination and how to tackle the issues. Secondly, a workshop on dealing with gender issues in the workplace and the development/implementation of concrete equal opportunity policies and plans was held in Skopje in December 2011.

The ILO also provided technical assistance to the State Statistical Office (SSO) on gender statistics, enhancing capacity of public officials on how to better use available statistics to present the situation of gender equality. The SSO was commissioned on behalf of the ILO to conduct a study on the gender pay gap with existing data, so as to further underscore the pay gap, its implications for women and poverty, and provide recommendations on new policy measures. The report was discussed at a training workshop on gender statistics and policy, held in February 2012 and successful in raising further capacity and awareness on the pay gap.

The ILO was the first international organization to overtly confront and quantify the gender pay gap in the country. While the country has provided a platform for equal rights in the labour force, the assistance of the ILO has been crucial in focusing dialogue on implementation of reforms. While a



direct effect of the project has been raising awareness on the gender pay gap, ILO interventions have also produced several spill over results that have created a social platform for confronting the issue of women in the workplace. Selected results include:

- Adoption of C183 Maternity Protection Convention in 2012
- One woman representative from an Employers' Organisation appointed to the ESC
- Adoption of the reform on minimum wage in 2012 opened the door for awareness of women in low-paid sectors
- One Trade Union has begun to collect gender statistics from its members at central and local levels so as to feed into greater gender monitoring
- Individuals consulted have responded that they have begun to take greater action on matters that previously went unnoticed, such as gender profiling in job descriptions
- One Employers' Organisation has placed gender equality as a priority area and strengthened its initiatives in Corporate Social Responsibility and the employment of women, along with beginning to submit proposals for IPA-funding on women in business
- All tripartite constituents have a new understanding of the importance of the pay gap and gender equality in their areas of operation

RBSA resources have been crucial in advancing dialogue on the gender pay gap and improving the progress towards gender equality, in line with the Decent Work Agenda for the country. The project has particularly reinforced the country's commitments laid down under ILO Equal Remuneration Convention No.100 and C111 Discrimination (Employment and Occupation) Convention.

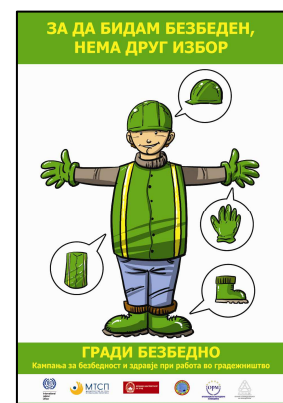
MKD103 - Strengthening the Effectiveness of the Labour Inspection System (CPO 3.2)

RBSA Contribution: USD 145 000

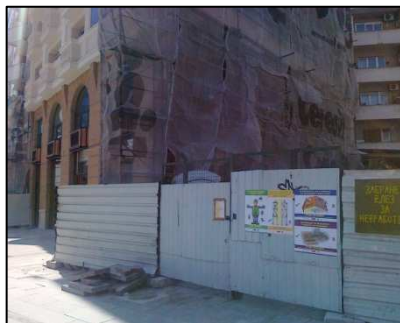
"I have four years until I reach retirement. My main goal before moving on is to ensure that I play my part in the reduction of casualties and fatalities in my country. The assistance of the ILO has actually made this goal achievable."

- Respondent from a Trade Union

Following an ILO labour inspection audit in 2009 for the country, an action plan was drafted which outlined subsequent steps forward including training, strengthening coordination of the labour inspection system, enhancing OSH and creating an awareness campaign for partners. RBSA funds addressed the gaps noted in the action plan and were allocated to strengthen the Labour Inspection System, provide safer working environment and reduce the amount of work-related accidents and casualties.



The assistance of RBSA contributions allowed for the printing of two booklets on the role of labour inspection for employers and workers which were disseminated to workers and employers. These were seen as extremely useful by all partners owing to the simplification of measures and ease of use. Information provided by the booklets was reinforced by training on the role of labour inspection for social partners, enhancing the abilities of 25 workers and employers which participated to better understand the different responsibilities of labour inspection and how this State function can help to achieve good working conditions and sustainable business inspection. In addition, one representative from the State Labour Inspectorate (SLI) participated in a two-week training session at the Academy of Labour Administration and Labour Inspection at the ITC in Turin.



A tripartite sub-regional workshop was also designed on communication and inspection campaigns for occupational safety and health and undeclared work. Delegates from the Former Yugoslav Republic of Macedonia, along with Ukraine, Moldova and Albania engaged in sharing their experiences on communication and promotional campaigns. The lessons learned from the workshop, along with instances of OSH from speakers from Portugal, France and Belgium were extremely well received and absorbed by the constituents. The workshop set the basis for the adoption and materialisation of a large-scale promotional campaign on OSH in construction.

The awareness campaign was launched by the ILO in January 2012 with great media attention so as to broaden the knowledge of the area and reach in society. RBSA funded allowed for the design and printing of four posters and four flyers on occupational risks in construction sites, widely disseminated to the constituents. The posters and flyers were designed in a practical manner which sketched occupational precautions and risks, easily identifiable for all workers and individuals who are illiterate. A checklist for labour inspectors also complemented the effectiveness of the campaign, prepared as practical guidelines for labour inspectors which could be used during site visits to construction sites.

The printed materials were supplemented with a four-day training attended by 25 participants from the SLI, workers and employers' organisations. The focus of the training was pragmatic and introduced examples through videos, live demonstrations and technical input on areas such as how to properly assemble and dismantle scaffolding equipment. A final phase of the campaign included a collaborative inspection visit to five municipalities in the country and eight municipalities in Skopje, which involved 184 inspection visits during the months of March and April 2012. Inspectors were given the opportunity to make use of the lessons learned throughout the campaign in a practical manner. Several hazards were identified and defined as high-risk, allowing for labour inspectors, employers and workers to receive cautionary advice as a prelude to official labour inspection site visits.

Innovation in project design and implementation (i.e. good practice) can be seen in the way funds were spent and used. Exceptional quality outputs were produced in the campaign with a relatively modest budget. All promotional material and training workshops made use of regional and international case studies and expertise, carefully deliberating the needs and realities of end users. Even more, the awareness campaign was the first of its kind in the country and had a considerably large and sustainable impact in the country. The simplified, user-friendly campaign material was had such a successful influence that it was also chosen to be used in Moldova, in which the same materials were used and adapted to the local language. Hence, the project demonstrates value for money and exceptional reach in knowledge transfer.

The qualitative interviews conducted for this assignment revealed a high impact of the project on the constituents and civil society. One respondent from a workers organisation discussed how a case study from Portugal illustrated in the tripartite sub-regional workshop for inspection campaigns and undeclared work inspired him to engage in similar activities. Specifically, the case study of Lisbon (*Península de Setúbal*) and the construction of infrastructure stimulated the individual to petition for the implementation of similar measures for the large scale urban development project in the country, Skopje 2014. While his suggestions were not successfully acknowledged, such proactive measures highlight a concentrated *willingness* of social partners to apply OSH knowledge and continue to build upon the provision of ILO technical assistance.



VI. Lessons Learned and Recommendations for subsequent planning of the RBSA-funded projects

6.1 Lessons Learned

The RBSA-funded projects within the DWCP have been successfully implemented and some important lessons have been learned. The section below presents a summary of selected lessons which should be kept in mind in during the planning of subsequent activities:

Overall Lessons Learned

- Significant absorption of knowledge can be attested to activities that have involved either (i) a simplification of policies that have reworded and streamlined dense policy jargon into everyday language; and (ii) projects that have used concrete working examples that reflect the situation of the target user and applied to the context of the country.
- The constituents note that the most useful case studies are observed in regional experiences of good (and bad) practice in all of the working areas covered by the RBSA-funded projects in the DWCP. Examples in local economic development from Croatia, along with crisis-response measures taken in Czech Republic and Slovenia were extremely well received by the constituents owing to similar socio-economic structures and greater likelihood of success in the application of good practices
- Studies and analytical reports, such as those produced for the Economic Recovery Project, Improving Local Employment Policy Development and Gender in the World of Work are extremely useful in setting the agenda for change. The constituents have responded well to such evidence-based approaches, even in challenging areas such as gender equality in the world of work.
- Collaborative training approaches with the ITC and staff from ILO headquarters in Geneva have proven to be effective. Constituents note a greater absorption of information in activities that have included the use of specialised staff from the ITC in particular.
- The campaign on OSH in construction sites was one of the most successful instances of the use of RBSA funding in the DWCP and featured as a case of best practice. The constituents seem to respond well to well-organized, consistent campaigns that simplify complex issues, use innovative communication approaches and mechanisms and recognize the learning styles of recipients. This lesson learned is also a recommendation that should be explored in other policy areas.

Programming Lessons Learned

- Regular reporting (on achievements, implementation and absorption of outputs) would have allowed for gradual adjustment of programming based on lessons learned during the implementation of the projects.
- A lesson learned from reporting practices, and overall recommendation, is that structured mission reports were the most effective in determining levels of progress. A uniform template for mission reports could be used by both internal staff and externally-contracted consultants. This would assist in targeting structured responses on activities undertaken for the project. Mission reports from ITC training seminars in Turin and ILO staff in Geneva would also assist in monitoring progress. Experts and trainers can appropriately account for the delivery of their services and properly attest for a more detailed account of knowledge absorption by participants.
- Strengthening results-based activities in training. Providing questionnaires to participants at key milestones/after training workshops can assess whether they have applied knowledge (e.g. around key areas). This is also a good way to obtain anecdotes that can respond to a more informed project implementation.

6.2 Recommendations for the RBSA-funded projects

The recommendations for subsequent planning cycles provided in this section are based on an analysis of the RBSA-funded projects covered in this review. They include recommendations from the constituents themselves, gaps from the completed projects and suggestions based on the research undertaken for this evaluation. It must be explicitly understood that the recommendations provided do not only represent obligations on the part of the ILO, but of all the respective constituents in the country. It is vital that the national constituents understand the importance of joint cooperation and ownership of their own respective progression. The subsequent follow-up of the RBSA projects should visibly build upon what has been achieved in the implementation of the projects discussed in this review. The country priorities and country programme outcomes established should continue to be pursued and shaped through the implementation of projects which thoroughly complement, and respond to the indicators and outcomes established. Adjustments should be made to components that have been less successful, targeting weaknesses and strategically weighing the introduction of new programme modules. The risks and opportunities, along with the use of and absorption of outputs by partners have revealed that the following areas should be carefully deliberated in subsequent planning stages:

Country Priority 2

Supporting Strategies to recover from the Economic Crisis

- (i) Further assisting the constituents, at their request, to make use of the roadmap for recovery, as outlined in the two ILO publications which target economic recovery and crisis-response measures: *Supporting Strategies to Recover from the Crisis in South Eastern Europe: the former Yugoslav Republic of Macedonia* and *Supporting Strategies to recover from the Crisis in Croatia, the former Yugoslav Republic of Macedonia and Serbia: A Cross-Country Report*. This could be tackled in a results-orientated workshop.
- (ii) Continue strengthening capacity on crisis response within the Global Jobs Pact (GJP). Progress has been made in the government's efforts in campaigning for inward investment and links could be explored in responding to the investments and a potential need for new specialised skilled labour. The ILO has tried to establish this link and further efforts are encouraged. Owing to the fact that investments are frequently mobile and employment opportunities could well dissipate as quickly as they have been established, the planning of human capital and sustainable alternatives is essential. This would require a greater facilitation of dialogue and the establishment of targeted and effective mechanisms for active engagement of the social partners and government institutions such as the Ministry of Education, the Ministry Economy and the Macedonian investment agency, Invest in Macedonia.
- (iii) Exploring options for building government capacity and systems for long-term forecasting of trends in the labour market and the need for future work according to occupational sectors. At present, only a short-term forecasting mechanism is in place.
- (iv) Pursuing planned ILO activities to support the follow-up and monitoring of the effects of gross minimum wage law. Efforts here are encouraged and seen as an excellent way to address issues in undeclared work, poverty reduction and the decent work agenda.

Improving Local Employment Policy Development

- (i) Implementing initiatives to further address the participation of women and youth in skills-driven, local development is strongly advisable. The participation rate of women and youth in the labour market is even a more acute problem in rural areas of the country.
- (ii) Pursuing assistance to the municipality of Prilep and streamlining the STED approach in employment policy design is encouraged. There is fertile ground to build upon their proactive measures in instituting local action plans and establishing an economic council.

- (iii) The ILO should explore options to extend further technical assistance to the remaining two municipalities of Kruševo and Resen. The scope of involvement should be carefully reviewed and assessed in light of modest progress from past endeavours and weighed against the demand for support. Main areas which require further attention in these municipalities is support to the establishment of local ESCs, streamlining the introduction of local action plans and enhancing the understanding of cooperation between public and private sectors. Local elections will be held in the country in the first quarter of 2013, which may influence the direction of activities. Streamlining the STED approach in employment policy design could also be explored in subsequent planning cycles.
- (iv) Bridging the links between ILO activities in this project and IPA funding arrangements for local constituents (see section 2). Considerable funds are allocated under IPA components for regional, rural and human resource development, which feeds directly into the ILO DWCP activities covered in this and other RBSA-funded projects. It is imperative that local actors are aware of linkages between skills-driven employment, action plans and planning for future activities that could be funded by EU instruments (IPA).
- (v) Partnerships with international and European development actors working in the field of LED should be explored. At the time of writing this review, a prospective opportunity was being discussed with USAID. Furthermore, joint activities with the EBRD and its TurnAround Management/Business Advisory Services (TAM/BAS) could also be deliberated within the field of skills-driven local economic development policies among SMEs in the tourism and agro-processing sectors. Exploring working possibilities with the Skopje-based, Network of Associations of Local Authorities of South East Europe (NALAS) may be particularly beneficial to future ILO programming, particularly in the provision of training and best practices in the region on local governance and private sector development..
- (vi) Enhanced cooperation with the Centre for Vocational Education should also be explored in order to facilitate the existing local development strategies and direction of skills in the agro-processing and tourism sectors.

Country Priority 3

Strengthening capacity and governance of the constituents in the new pension system

- (i) Further assistance in enhancing the capacity of trade unions on the pension system is advisable. Progress is indeed visible, however respondents from trade unions have expressed that they would be keen on filling remaining knowledge gaps that remain.
- (ii) Generating knowledge on the gender gap in pensions should also be explored and linked to future gender or pension components in subsequent planning. This issue could well continue

to mount if gender balances in the labour force, along with the gender pay gap, is not properly addressed.

- (iii) Strengthening youth knowledge of the pension system has been suggested as a subsequent step in the project, possibly in the form of a campaign in line with youth employment strategies. Younger generations have a very low baseline understanding of the pension system which could lead to negative ramifications in the future.

Strengthening the effectiveness of the labour inspection system and the Improvement of the government and social partners in the implementation of OSH Instruments

- (i) The OSH campaign in construction could be further maximised its strengthening its reach within the *Skopje 2014* urban regeneration programme for large-scale construction works.
- (ii) Facilitating dialogue among the constituents on coordination of the labour inspection system and building relationships among TUs, EOs, the SLI and bodies such as MOSHA, could be explored. This could be realised in supporting activities such as “OSH Open Days” where constituents could engage with the SLI on a more informal level on thematic areas related to occupational risks.
- (iii) Developing capacity on risk evaluation techniques in OSH, with a greater analysis of the risks associated with hazards and determining appropriate ways to eliminate, or control for, existing or potential dangers.
- (iv) Extending the scope of the promotional campaign on OSH to other high-risk occupational sectors outside of construction, such as agriculture, metallurgy and other hazardous production sectors.
- (v) Assisting the SLI, TUs and EOs on creating a statistical database for work-related incidents and accidents. At present, only piecemeal statistics are available for OSH and not outwardly shared among the constituents. The establishment of a more effective database could assist in measuring progress and reducing occupational safety risks across all sectors.
- (vi) Strengthening the understanding of OSH at the local level. Aside from extending the reach of existing and future campaigns to the local level, targeted training and technical assistance to constituents outside of Skopje would build upon previous activities and ensure a more inclusive national scope reducing work-related accidents.
- (vii) Generating dialogue on undeclared work and issues such as overtime work, which would necessitate greater dialogue with institutions such as the State Revenue Agency.

Improving Gender Equality in the World of Work

- (i) A campaign on gender and the workplace, including areas such as discrimination, harassment, the gender pay gap and gender pension gap could be considered. The effectiveness of a campaign would allow for enhanced awareness of rights and obligations in responding to gender equality in the workplace.
- (ii) Further assisting the SLI and social partners to improve the effectiveness of laws related to gender equality in the workplace, by way of additional training workshops with an aim to enhance more proactive inspection visits to firms.
- (iii) Collaboration with UN-Women is strongly encouraged. There is a great scope for organising joint initiatives by the two UN agencies, stemming from the gender statistics to prospective opportunities such as joint campaigns regarding women in the workplace.
- (iv) Developing a stronger focus on activities related to the employment of women in rural areas of the country is vital. Rural areas are home to a large component of the nation's poor and have the lowest levels of female employment. Concentrated efforts on strengthening the employment rate women in rural areas should be considered, such as the development of a programme to address economic empowerment of rural women.
- (v) Further improving dialogue and capacity on gender statistics for the SSO, based on a revised version of the SSO study. Follow-up is already envisioned by the ILO and will allow for continued effort in addressing the gender pay gap in the country.
- (vi) Develop a coherent strategy and vision for the promotion of women's entrepreneurship. Such activities could bring encompass existing activities under crisis response, economic growth and women's economic empowerment under one strategy. This would provide for a more comprehensive and inclusive approach to the current employment challenge.

Annexes

Annex A – Works Cited

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Annex B – List of Persons Interviewed and Consulted

Ms. Mirjanka Aleksevskaja	Ministry of Labour and Social Policy
Mr. Sejdi Dzemaili	Ministry of Labour and Social Policy
Ms. Irena Risteska	Ministry of Labour and Social Policy
Ms. Olivera Peneva	Ministry of Labour and Social Policy
Mr. Goran Veleski	Ministry of Labour and Social Policy
Mr. Mladen Frchkovski	Ministry of Labour and Social Policy
Ms. Mirdita Saliu	Ministry of Labour and Social Policy
Mr. Goran Popovski	State Labour Inspectorate
Mr. Agim Shaqiri	State Labour Inspectorate
Ms. Slobotka Taushanova	State Labour Inspectorate
Mr. Rasko Mishkovski	Confederation of Free Trade Unions of Macedonia
Ms. Violetka Spasevska	Confederation of Free Trade Unions of Macedonia
Mr. Krste Micevski	Trade Union for Construction, Industry and Planning (TUCIP)
Mr. Chedomir Dimovski	Centre for Vocational Education and Training
Ms. Viktorija Mitrikjeska	Business Confederation of Macedonia
Mr. Ivan Strezoski	Organization of Employers of Macedonia
Ms. Belinda Nikolovska	Organization of Employers of Macedonia
Mr. Naum Masin	Organization of Employers of Macedonia
Ms. Divna Zmejkovska	Union of Independent and Autonomous TUs of Macedonia
Mr. Risto Pejovski	Union of Independent and Autonomous TUs of Macedonia
Mr. Ruzdi Amzovski	Federation of Trade Unions of Macedonia
Ms. Mirjana Stefanovska	Federation of Trade Unions of Macedonia
Ms. Liljana Jankulovska	Federation of Trade Unions of Macedonia
Ms. Elizabeta Gelevska	Federation of Trade Unions of Macedonia
Mr. Mark Levin	International Labour Organization
Mr. Emir Krstanovski	International Labour Organization
Ms. Eszter Szabo	International Labour Organization
Ms. Natalia Popova	International Labour Organization
Ms. Anne Knowles	International Labour Organization
Ms. Reiko Tsushima	International Labour Organization
Mr. Joaquim Pinto Nunes	International Labour Organization
Mr. Kenichi Hirose	International Labour Organization
Ms. Marija Gorgievska	External Consultant, International Labour Organization

Annex C – List of Participants at the RBSA Review Roundtable Meeting

International Labour Office
DWT and Country Office for Central and Eastern Europe
 Mozsár utca 14, H-1066 Budapest, Hungary

Roundtable
on the Major Findings of the
Independent Evaluation of RBSA projects 2010-2011
in the former Yugoslav Republic of Macedonia

29 June, 2012, Skopje

LIST OF PARTICIPANTS		
1	Stojan Trajanov	State Counselor for Labour , MLSP
2	Mirjanka Aleksevskaja	Head of Labour Department. MLSP
3	Mladen Frckovski	Advisor for Labour Market , Labour Department, MLSP
4	Goran Veleski	Advisor for Labour Market , Labour Department, MLSP
5	Eleonora Jovanovic	Labour Department, MLSP
6	Mile Boskov	President, Business Confederation of Macedonia
7	Viktorija Mitrikeska	Business Confederation of Macedonia
8	Sevdalinka Eftimova	Business Confederation of Macedonia
9	Belinda Nikolovska	General Secretary of Organization of Employers of Macedonia
10	Jasna Misheska	Organization of Employers of Macedonia
11	Risto Pejovski	Union of Independent and Autonomous Trade Unions of Macedonia
12	Divna Zmejkovska	Union of Independent and Autonomous Trade Unions of Macedonia
13	Rasko Mishkoski	President of Confederation of Free Trade Unions of Macedonia
14	Ruzhdi Ibraimi	Confederation of Free trade Unions of Macedonia
15	Dejan Gjorgevski	Confederation of Free Trade Unions of Macedonia
16	Ljubica Dekovska	Federation of trade unions of Macedonia
17	Lile Petrova	Federation of trade unions of Macedonia
18	Zorica Dzingova	State Labour Inspectorate
19	Slobotka Tausanova Stojanovska	State Labour Inspectorate
20	Toni Vojnevski	State Labour Inspectorate
21	Slagana Andonovska	State Labour Inspectorate

Annex D –Terms of Reference for the Review of RBSA projects

Terms of Reference

Review of the RBSA projects in the former Yugoslav Republic of Macedonia

2010-2011

March 2012

1) Introduction

The ILO evaluation policy set out the Office's commitment to more systematic use of internal and self-evaluation. The review concludes the process of the progress monitoring and reporting of the RBSA projects in the Former Yugoslav Republic of Macedonia. It is to be carried out with the participation of the ILO constituents and other national partners, as appropriate. It enables the ILO and its constituents to review their joint performance in delivering planned outputs and supporting the achievement of outcomes. The DWT/CO Budapest has prepared the Terms of Reference in consultation with RO EUROPE and EVAL unit. They will be submitted to tripartite constituents for discussion in order to refine the approach.

The review will be a means of providing feedback on how much the RBSA projects contributed to achieving results under the first DWCP. Another use will be to improve the evaluability of a new RBSA projects and future DWCPs in general through close attention to the results matrices. The review will be coordinated by the ILO DWT/CO Budapest.

2) Background and Context

Decent Work Country Programme

The ILO DWT/CO Budapest, prior to the beginning of the ILO Programme and Budget cycle 2010-13, developed a Decent Work Country Programme jointly with the constituents. The DWCP was signed in June 2010.

The following priorities were identified for collaboration between the ILO and the tripartite constituents in the framework of the Decent Work concept, which refers to policies promoting employment, which should be safe and secure, decently remunerated, ensure social protection of workers and their families, give voice to workers, and guarantee equal opportunities and treatment for all:

- A. Capacity of government institutions and the social partners is strengthened to improve the governance of the labour market
- B. Measures to reduce the informal economy are designed in consultation with social partners
- C. Improved working conditions are in place, with the active involvement of the social partners.

A detailed implementation plan, including outcomes, outputs, indicators and resources for the delivery of the DWCP, was developed as an internal document. The implementation plan enables the Office to organise and monitor its work towards the achievement of a number of specific objectives (outcomes) – Attached 1.

DWT/CO Budapest received RBSA funds for implementation of selected country programme outcomes (CPOs). The RBSA was endorsed by the Governing Body and approved by the International Labour Conference during the examination of the programme and budget in 2010. The RBSA, based on core voluntary contributions, supports decent work priorities and outcomes in dialogue with tripartite constituents in countries, in the framework of the United Nations reforms and inter-agency cooperation. The Review of the RBSA projects in the country will include:

Nr.	Description (name, country programme outcome)	ILO Strategic Indicator	Amount
1	Economic Recovery Project SBU/10/01/RBS (SBU101/MKD129)	1.1	USD 110,000

2	Strengthening the effectiveness of the labour inspection system (MKD103 – target) SBU/10/03/RBS	11.2	USD 145,000
3	Improving local employment policy development (MKD127) MKD/10/02/RBS	2.1	\$120,000
4	Improving Gender Equality in the World of Work (MKD153) MKD/10/01/RBS	17.1	\$100,000
5	Improved capacity of social partners to implement the new pension system effectively and to improve the administration and governance of the system (MKD152) MKD/10/03/RBS	4.3	\$25,000
6	Improved capacity of government and social partners to implement the OSH law in an effective and systematic manner. (MKD151)	6.2	\$25,000

3) Clients

The main clients of the evaluation are the specialists and management of the DWT/CO Budapest, EUROPE Regional Office, ILO HQ, ILO donors, tripartite constituents and national implementing partners in FYR of Macedonia.

4) Purpose

The purpose of the review is to improve further programming and ensure internal and external accountability. It will provide:

- a summary of results and achievements for each project and how they support the overall DWCP priorities and outcomes
- documented good practice examples/success stories (at least two;)
- an analysis of relative effectiveness under RBSA project and areas for improvement
- overall lessons learned
- recommendations for the next steps: a) on programming issues, themes, strategies, target groups; b) on the implementation process, operational modalities

5) Scope and criteria

The review will cover RBSA funded Country Program Outcomes (CPOs) in 2010-2011 (MKD103, MKD127, MKD153, MKD152, MKD151), carried out under the Decent Work Country Programme for FYR of Macedonia 2010-2013.

It will focus on the progress made on tangible outcomes directly resulting from ILO contributions. Key criteria for the review are: 1) adequacy of resources; 2) delivery of outputs; 3) use of outputs by partners; 4) progress made towards outcomes and sustainability of achievements; and 5) emerging risks and opportunities.

6) Proposed Methodology

The review exercise is a participatory assessment of current practice. When conducting the review, in addition to the ILO Office, the tripartite constituents as well as other parties involved in the country programme and targeted for making use of the ILO's support will be asked to contribute and participate.

An external consultant will be hired to facilitate the review process. The external consultant will conduct a desk review, interview key stakeholders and beneficiaries, draft the report, facilitate a presentation for the stakeholders or roundtable discussion of the main findings and prepare the final

review report based on inputs received. Specialists from the ILO DWT/CO Budapest will be asked to contribute to the exercise, including through participation in a self-evaluation on the same criteria.

Preparation

1. DWT/CO Budapest with the help of the National Coordinator should compile relevant documents:
 - Activity/performance reports, mission reports, products, studies, research produced (under each outcome)
 - Other relevant background information, including DWCP Implementation and Monitoring plan, project level reports, evaluation reports, etc.

All the above information for each outcome should be sent to the reviewer prior to the planned actual review period.

2. The consultant will observe the following workflow:
 - Collect DWT/CO input
 - Review documents
 - Conduct stakeholder interviews
 - Document findings, prepare first draft report, including good practice cases (at least two)
 - Facilitate a presentation or discussion of main findings with the stakeholders
 - Finalise the report
3. The ILO National Coordinator in FYR of Macedonia in coordination with the DWT/CO should arrange a program of interviews for the consultant with the following (as appropriate):
 - ILO staff in the country
 - Government (Ministry of Labour)
 - Workers' organisation
 - Employers' organisation
 - Other UN agencies
 - Implementing partners and beneficiaries (e.g., people who have received training and/or benefitted from other activities)
4. The consultant in coordination with the National Coordinator will arrange a presentation for the stakeholders, in order to share the preliminary findings, possibly in the framework of setting up a DWCP Overview Board.

7) Outputs

- The review consultant should prepare a draft report (in English) and a presentation of main findings;
- Based on the feedback from ILO staff and partners, the review consultant should summarize all the findings and conclusions in a final report (in English), including documented good practice cases;
- In addition, the final report should provide summary findings for each DWCP outcome funded by RBSA based on document reviews and ILO and partners' comments. Each outcome should be scored against key performance categories, using the multi-point scoring matrix (see template in Annex 2. Table 1. Scoring template for summarizing outcome-level findings of the review)
- A final section of the report should highlight overall conclusions and recommendations and recap major issues to be reflected in a future DWCP.
- The final report should be shared with the ILO staff, tripartite constituents and partners, who can react to the findings and issues raised, and plan next steps to address these.

8) Qualifications requirements for the external consultant

University degree in economics or social sciences; understanding of the ILO's tripartite culture and Decent Work approach; research, interviewing and report writing skills; knowledge of the country/region; fluency in English.

9) Provisional work plan and schedule

Task	Time frame 2012	Responsible Unit/ person	Consultations
1. Draft TOR prepared	March	DWT/CO	National Coordinator
2. Internal and external consultations to finalize terms of reference	March	DWT/CO; National Coordinator	EUROPE; constituents
3. Identification of external facilitator	April	DWT/CO	EUROPE; National Coordinator
4. Preparation of background documents, materials, reports and studies by outcomes	April/May	DWT/CO Specialists; National Coordinator	
5. An itinerary scheduled for the reviewer to get inputs from national stakeholders (government, workers and employers' organization, UN agencies etc.)	May	National Coordinator; DWT/CO	Constituents
6. Documents reviewed	May	Consultant	
7. Interviews with stakeholders completed before the presentation/ roundtable	May	Consultant	National Coordinator; DWT/CO; national tripartite constituents, partners, UN agencies
8. Outline of key findings	May/June	Consultant	
9. Roundtable presentation for the stakeholders at the DWCP Overview Board	[2 hours] June	Consultant	National Coordinator; DWT/CO; tripartite constituents
10. Draft report	[7 days] Tentatively end of June	Consultant	National Coordinator; DWT/CO
11. Circulation of the draft report for comments: ILO staff, constituents and other stakeholders	[5 days] Deadline to be determined	DWT/CO; National Coordinator	
12. Finalization of the report based on comments	[2 days] Upon receipt of consolidated comments from the ILO	Consultant	DWT/CO

Annex E – Evaluation Matrix for Operational Efficiency

Table 1. Scoring template for summarizing outcome-level findings of the review				
Outcome-specific findings regarding progress and performance				
Outcome: _____				
Performance area	Rating	ILO comments	Partner comments	
A. Resource adequacy				
<i>Evaluator's comments:</i>				
B. Delivery of outputs				
<i>Evaluator's comments:</i>				
C. Use of outputs by partners/ target groups				
<i>Evaluator's comments:</i>				
D. Progress made towards outcomes				
<i>Evaluator's comments:</i>				
E. Emerging risks and opportunities				
<i>Evaluator's comments:</i>				
Total score				

Annex F - Good Practice Guidelines

GOOD PRACTICE GUIDELINES

Suggested guidelines for identification and documentation of good practices

The aim of documenting good practice is to share and learn from joint experiences by identifying which approaches work best and why.

1. What is good practice?

Good practice is a means of systematically building on effective approaches by examining experiences and processes that work, understanding why they work and under which circumstances/national context, and extracting lessons from them that could be applied by others working on similar issues elsewhere.

Of particular interest are new/innovative approaches to well recognized problems that are often hard to overcome. More specifically:

- Good practice can be a practice at any level ranging from broad legislative frameworks/norms or policies; organization/enterprise level action; or practices involving the informal sector.
- Examples of good practice must have actually been tried and shown to work, as distinct from being potentially good ideas that have not been tested.
- Good practice can represent work in progress that has provided positive preliminary findings.
- The overriding criteria in selecting a good practice should be its potential usefulness to others in stimulating new ideas or providing guidance on how to be more effective.

2. Some general criteria to consider when determining whether a practice is 'good'

- Innovative or creative: What is special about the practice that makes it of potential interest to others? Does it offer a new way to approach an old problem?
- Process works: Is the practice a good example of how programme process does work? How common difficulties were overcome and results achieved?
- Effectiveness/impact: What evidence is there that the practice has actually made a difference? Can the impact of the practice be documented in some way; through a formal programme evaluation, impact assessment data, or something else quantifiable?
- Replicability: Is this a practice that could be replicated in some way in other situations or settings? Note that a practice doesn't have to be copied exactly to be useful to others.
- Sustainability: Is the practice likely to continue in some way and to be effective over the medium to long term? Is it sustainable in terms of structure, capacity and funding and able to carry on without outside support?
- Participatory and relevant: Has the practice taken a consensus-building and participatory approach, did it involve the social partners? Is it in accordance with ILO's values and standards? Is it appropriate to the workplace situation, country and culture?
- Efficiency and implementation: Were resources (human, financial and others) used in a way to maximize impact? Is the practice affordable and did it add value?

3. How to prepare a case study of good practice?

The case studies should be short (no more than 3-5 pages), and structured to include a mix of factual information/context with quotes and anecdotes to illustrate key points and give a 'human face' to the study.

b. Guidelines for structure

- a) An introductory section which sets the scene for the good practice. This should include:
 - i. Title
 - ii. Introduction - Give some background information on the country, some general facts/statistics.
- b) Explain when, how and why the good practice was initiated. Was there a particular problem that had to be overcome? What was it? Where did the initiative for intervention come from and why? It is particularly important to illustrate where the programme was starting from in order to effectively show what was later achieved.
- c) Give an in-depth description of the practice – why was it initiated, purpose, objective(s), key components (how does it work), key players.
- d) Achievements/accomplishments – what makes this practice 'good,' what difference does it make?
- e) If available, findings of baseline and follow up surveys showing the effect of the practice.
- f) Lessons learned:
 - a. Key features/factors that contributed to the success/effectiveness of the practice.
 - b. Necessary conditions for its effective implementation.
 - c. Pitfalls to avoid.
 - d. Obstacles faced and how they were overcome.
 - e. Adaptations introduced and why.
 - f. Recommendations for replication of the good practice.

4. Annexes

Please annex photos, news clippings, and any other relevant material related to the good practices, contacts of staff or/experts involved in the practice.